



A Common PERSPECTIVE

Joint Warfighting Center's Newsletter

April 1998

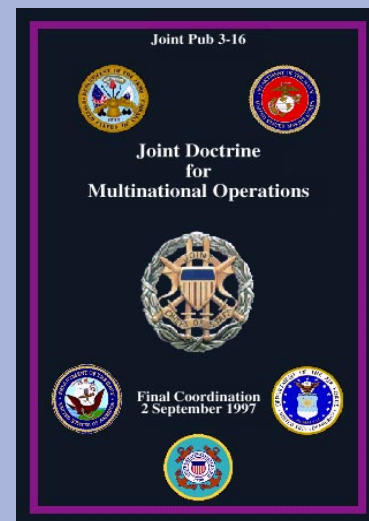
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MULTINATIONAL OPERATIONS



"The strategic goal of collective security and the resultant alliances and coalitions into which the United States has entered require that its Armed Forces be prepared for multinational military operations. There is no singular doctrine for multinational warfare; each alliance develops its own protocols and contingency plans."

JP 0-2, "Unified Action Armed Forces (UNAAF)"



FROM THE EDITOR

Greetings from the Joint Warfighting Center (JWFC). The theme of this issue is multinational operations and military operations other than war (MOOTW). Our thanks go out to all article contributors. We again extend to everyone in the joint community the chance to get published by contributing articles to this newsletter, which is distributed worldwide to over 1500 subscribers.

A great deal of activity continues to keep us busy at the JWFC and, hopefully, we will be able to answer in the following pages, many of the questions you might have concerning joint issues and topics of interest. Of particular note, we would like to invite all to view the JWFC Home Page on the World Wide Web at www.jwfc.js.mil, and provide comment and feedback (see page 10). From our Home Page click "Online Publications" and observe that this newsletter has its own link. Our intention is to place as many back issues as possible on it and to begin transitioning to an on-line newsletter. Including our newsletter on the JWFC web site initially affords us the opportunity to publish the Joint Doctrine Working Party (JDWP) minutes within a few weeks of conference conclusion, and update the points of contact listings (pages 18,19) as they change. This may require some juggling of our format but we want to provide you the best and latest joint community news.

Multinational operations will continue to play a major role in military responses. Whether they result from an alliance or coalition action, multinational operations help us to resolve situations concerning a common interest between several nations. Some examples are Operations PROVIDE COMFORT, DENY FLIGHT, SFOR/IFOR, DELIBERATE FORCE, and the Multinational Force and United Nations Mission in Haiti. Exercises and operations in foreign humanitarian assistance, disaster relief, noncombatant evacuation operations, and peace enforcement are providing today's challenge to the multinational force. These challenges will continue to

grow and demonstrate the need for increased training and education throughout the joint and multinational community.

Since the October 1997 issue, we have completed work on several publications. JPs 3-04.1, "JTTP for Shipboard Helicopter Operations," and 3-07.2, "JTTP for Antiterrorism," and 3-07.4, "Joint Counterdrug Operations," were revised, reformatted, and approved. Additionally, new JPs 3-50.21, "JTTP for Combat Search and Rescue," and 4-02.1, "JTTP for Health Service Logistics Support in Joint Operations," were approved. We continue to work for the resolution of remaining issues in JP 3-09, "Doctrine for Joint Fire Support," and JP 3-01, "Doctrine for Countering Air and Missile Threats." We are also very close to final staffing of JP 3-16, "Joint Doctrine for Multinational Operations," and hope to have it approved soon.

As you can see we have been busy and this is only the tip of the iceberg. We need your support and feedback in providing you the best and most pertinent information on joint issues. Our next issue will explore two hot topics, "information operations" and "force protection." What is your point of view on these topics? We welcome your thoughts and will help you share them with the joint community.

Al Bougard, CDR, USN
Executive Editor

Josiah McSpedden & Bob Hubner
Managing Editors

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MESSAGE FROM THE COMMANDER, JWFC

By Maj Gen Hal Hornburg, USAF

By October 1998, the JWFC will have transitioned from the aegis of CJCS to USACOM. We have taken extraordinary care to preserve our reputation of excellence which you have come to expect. The Doctrine Division will remain intact and in place with no change in their tasks or status as "honest brokers." We anticipate the closer amalgamation between the Training and Exercises Division and the USACOM JTASC facility in Suffolk, VA to offer more rigorous training opportunities. The Advanced Simulations and Concepts Divisions will remain in place to continue their efforts. Overall, this change should be relatively transparent to the joint community. Meanwhile, our daily work continues.

When I arrived here at the JWFC in September 1996, I challenged the JWFC to "be leaders in trying to foster change and to do it in positive and smart ways." Here are some of the ways in which the JWFC answered that challenge.

The Advanced Simulations Division continues to work on a broad range of simulation and computer support packages. The Joint Conflict and Tactical Simulation will be released 30 April 1998, and The Joint Exercise Management Package and the Integrated Data Preparation System will be released 9 September 1998. JWFC is the user advocate for the Joint Simulation System (JSIMS), the DOD flagship simulation system. This training and analysis tool will be used at all levels from combatant commands to Service units.

One of our more significant accomplishments has been the establishment of the Joint Center for Lessons Learned (JCLL). JCLL has reduced a cumbersome system containing over 14,000 entries down to about 2,000 true lessons learned. JCLL will reach full operating capability by 1 October 1998.

Concepts Division published the Concept for Future Joint Operations which expanded those ideas first formulated in "Joint Vision 2010." Now the Coordinating Authorities have identified 19 conceptual area challenges and developed over 130 Desired Operational Capabilities (DOCs). We have held two conferences recently to ensure those DOCs



that could provide dramatic breakthroughs for a JTF are identified. Meanwhile, the Joint Implementation Master Plan, which will set the stage for the experimentation phase, completed initial coordination and is under revision.

Over the last two years, Doctrine Division (DD) assisted in approval of thirteen joint publications and verified the need for five new ones. Additionally, we published the "Joint Task Force Commander's Handbook for Peace Operations," lauded by the joint community. DD was instrumental in development and subsequent approval of the Joint Doctrine Electronic Information System. DD members also attended numerous exercises, conferences, and training events to collect publication assessment data. A publication's assessment starts six months after approval and data is gathered over its life cycle. We have implemented this policy to alleviate waiting for a formal JDWP assessment vote and to help us provide a more objective assessment recommendation.

Training and Exercises Division (TRES) continues to train the future force from coordinating interagency support through exercise design and execution to an after-action review. TRES recently supported a no-notice deployment for Operation NOBLE SAFEGUARD, training units of V Corps in support of CENTCOM. In the past two years TRES has provided full package support to numerous joint exercises and was involved in countless others while remaining engaged in the UNITED ENDEAVOR series. We are currently planning full support for Exercises BLUE ADVANCE 98, COBRA GOLD 98, and MATADOR 98.

The past 20 months have passed all too quickly. I believe the JWFC contributions over these past months have been far reaching and will be long lasting. But, the "real world" exists outside our walls and ultimately, our report card comes from you. As always, thanks for your superb support!



JWFC DOC-DIV UPDATES

By Col Bob Brodel, USAF, JWFC, Chief, Doctrine Division

For the first time in my stint as Chief of the Doctrine Division, we have had a stable roster of doctrinaires. This allows us to develop our range of expertise in doctrine and associated issues as we endeavor to serve you. However, we will be saying good-bye soon to Maj Mark Yakabe, or as he is known here, Maj U-copy. Mark will be going back to the F-16, which is a good thing for the fighter community, but a great loss for us. Mark started out working in doctrine, then served as the Commander's XO, and most recently was the Joint Courseware Development Branch Chief. He has done a superb job, we will miss his dedication and professional knowledge, and we all wish him the best!

The October 1997 Joint Doctrine Working Party (JDWP) was somewhat shorter than in the past, but the agenda was no less important. In a shift from established JDWP practice, we asked for information briefs on several joint publications that have been delayed in the development process. The briefs brought to light some important considerations for the joint community, not the least of which is the requirement to keep the information/coordination channels open. We will continue to schedule these types of information briefs for the JDWP to enable better information flow and understanding of the issues.

While I'm on the subject of information flow, I have had the opportunity in the past few months to attend several Service doctrine symposiums. It is important that we understand each Service's perspective on particular doctrinal issues. What may seem intuitively obvious to one individual may not be as clear to another from a different Service. I believe we all should take every opportunity to attend as many Service doctrine working groups/symposiums that present themselves to gain a better understanding of each Service's position. For my part, I will be ensuring that my doctrinaires attend as many Service symposiums/working groups as possible. To better serve you, we must have the broadest understanding of all the issues. As we approach the April 1998 JDWP, I expect a full agenda which promises to be both challenging and informative.

Highlights of the past six months include approval of:

- JP 3-04.1, "JTTP for Shipboard Helicopter Operations," on 10 December 1997 (revised).
- JP 3-07.4, "Joint Counterdrug Operations," on 17 February 1998 (revised).
- JP 4-02.1, "JTTP for Health Service Support in Joint Operations," on 6 October 1997 (new).
- JP 3-07.2, "JTTP for Antiterrorism" during March 1998 (revised).

- JP 3-50.21, "JTTP for Combat Search and Rescue," on 23 March 1998 (new).
- Classified Appendix G, "Planning Supplement," to JP 3-50.3, "Joint Doctrine for Evasion and Recovery," on 7 March 1998 (new).
- JEL CD-ROM during December 1997 (revised).

Several Doctrine Division personnel have been engaged in recent exercises gleaning important doctrinal observations, or acting as a team members for the Process of Accreditation of Joint Education (PAJE). Those exercises attended to date include UE 98-1 and 98-2 at the JTASC in Suffolk, VA; KEEN EDGE 98 at Yokota AB, Japan; JTFEX 98-1 at Fort Bragg, NC; and BLUE FLAG at Eglin AFB, FL. Our PAJE personnel went to the Armed Forces Staff College in Norfolk, VA and the Air University at Maxwell AFB, AL.

A quick word on the progress we have made with the courseware for the JFACC course. Maj Mark Yakabe has made great strides in the consolidation of comments received and we are progressing swiftly toward issuing a revised CD-ROM. The courseware will provide those personnel tasked with manning an Air Operations Center (AOC) with the requisite knowledge required to bring an AOC on-line and conduct joint air operations.

Finally, a comment on the reorganization of the JWFC and its realignment under USACOM. I want to put one issue to rest right from the start—I will do my best to ensure that the JWFC Doctrine Division retains its neutral "white hat" reputation that is well known to the joint community. It is true that we will report through the USACOM chain of command starting in October 1998, however, we will continue to work with all the combatant commands, Services, and the Joint Staff just as before and will maintain our role as the "honest broker." Everyone involved in developing the Implementation Plan as well as the MOA between USACOM and Joint Staff, J-7 has been working toward the same goals; a transparent transition with no change in the service we provide to all the combatant commands, Services, and Joint Staff. Thanks for your continued support; we rely on your inputs to keep our products of the highest quality. We stand ready to answer any question or concern you may have on joint doctrine issues or the upcoming transition.

ASSESSMENTS BRANCH

Several important changes to joint publication assessments have taken place recently. The most significant was to dispense with the voting process, which goes back several years. In response to coordinating review authority (CRA) concerns over the frequency of request for feedback (RFF) messages, JWFC DOC-DIV agreed to request a vote from each JDWP member on the formal assessment of each publication in the assessment window. This was a departure from automatically assessing each publication 18-24 months after approval. The first vote was taken at the April 1996 JDWP, but

beginning with the October 1996 JDWP, members were asked to vote from their home station using "absentee ballots" included in the read-ahead packet. Recipients also received JWFC recommendations regarding the formal assessment of each publication. The ballots were returned to JWFC and the results briefed to the JDWP. While this method was an improvement to voting "from the floor" at the JDWP, there were lingering concerns that the concept of voting on formal assessments was fundamentally flawed.

First, according to JP 1-01, all approved publications should undergo continuous assessment to provide a basis for periodic revisions, however, the voting process essentially circumvented that guidance. Further, voting has the potential to create additional work for lead agents. For example, if the JDWP did not vote for assessment of a publication, the lead agent would be deprived of a baseline (the assessment report) from which to begin the revision. Furthermore, voting created time management problems for the assessment agent. The JWFC had to wait for a JDWP "green light" prior to initiating the formal assessment process—releasing the RFF message. This artificial constraint created a compressed 3- to 4-month collection window, which significantly reduced data collection opportunities, primarily exercise observations. Besides, only three out of several dozen publications were ever denied a formal assessment.

JWFC DOC-DIV voiced these concerns at the October 1997 JDWP and followed up with a formal proposal to dispense with voting in JWFC msg 091539Z JAN 98. CRA support for the proposal was overwhelmingly favorable, although two felt JWFC DOC-DIV should independently determine if a publication will undergo formal assessment. If no issues are uncovered, then JWFC would advise the CRAs of their findings and recommend an assessment not be conducted. If there were no CRA objections, then JWFC would continue to maintain the publication's database and not conduct a formal assessment. Instead, JWFC would forward the database contents to the lead agent just prior to revision. These recommendations will be presented for discussion at the April 1998 JDWP.

The other significant change to publication assessments involves an expansion of the assessment window. Data collection now begins approximately six months after publication approval and continues throughout its life cycle. More emphasis is being placed on observing exercises and real-world operations. Additionally, the RFF message, still released at the 18- to 24-month mark, will now include more focused questions based on issues raised during preceding data collection.

To date, JWFC has completed 40 assessments: JPs 0-2, 1-05, 2-0, 3-0, 3-01.4, 3-02, 3-02.2, 3-04, 3-04.1, 3-07, 3-07.2 (twice), 3-09.1, 3-09.2, 3-09.3, 3-10, 3-10.1, 3-11, 3-12, 3-15, 3-17, 3-50, 3-50.1, 3-50.2, 3-52, 3-53, 3-55, 3-56.1, 3-57, 3-58, 4-0, 4-01.3, 4-01.5, 4-02, 4-03, 4-04, 4-05, 5-0, 5-00.2, and 6-0. Only JPs 1, 3-07.1, and 3-54 were voted to not be assessed. JPs 3-05.3 and 3-05.5 were voted to be assessed, but held in abeyance until JP 3-05 is revised and approved—the revision just completed 2nd final coordination staffing. However, JSOFI will

propose at the April 1998 JDWP that JPs 3-05.3 and 3-05.5 be consolidated into a new publication, JP 3-05.1, "JTTP for JSOTF Operations." Six publications; JPs 3-13.1, 3-50.3, 4-01.1, 4-06, 6-0, and 6-02; are currently undergoing formal assessment, i.e., the RFF message has been released and data is being analyzed for reporting. Questions regarding joint publication assessments should be directed to LTC Steve Senkovich, USA, Assessment Branch Chief, at DSN 680-6409 or e-mail: senkovic@jwfc.js.mil.

DEVELOPMENT BRANCH

Doctrine Division continues the development of three publications:

- JP 3-13, "Joint Doctrine for Information Operations" has been in preliminary coordination (PC) since January 1998. Barring any contentious issues, we anticipate it entering final coordination (FC) during June 1998. NOTE: Classified Appendix A, "Supplemental Information Operations Guidance," is being developed in parallel.
- JP 3-16, "Joint Doctrine for Multinational Operations" FC comments have been received. It appears the publication will be sent out for a second FC and to a few of our Allies for comments. We expect final approval by this Fall.
- JP 3-33, "Joint Force Capabilities," was distributed for PC in February 1998. Many have asked about the possibility of placing its CD-ROM on the World Wide Web or installing the CD-ROM on a local area network. Until the impacts of these ideas are fully explored, reviewers will continue to use the CD-ROM stand-alone. We anticipate the publication going into FC in June 1998.

Two publications are under revision:

- JP 1-01, "Joint Publication System, Joint Doctrine and JTTP Development Program," is undergoing a complete revision, with the first draft scheduled for worldwide review and comment during April 1998. Based on informal comments received to date, and barring any unforeseen issues, it should move to PC by early Summer.
- JP 5-00.2, "JTF Planning Guidance and Procedures (Ch 1)," second FC is complete, but further progress (approval) is delayed pending the results of the Chairman's tank session on JP 3-09, "Doctrine for Joint Fire Support." Pending the tank session results, it could be ready for signature by May 1998.

Feel free to forward your publication development questions to CDR Paul Momany, CDR, USN, Development Branch Chief, at DSN 680-6865 or e-mail: momanyp@jwfc.js.mil.



MULTINATIONAL HUMANITARIAN OPERATIONS "OP ASSURANCE"

By Major D.C.D. Milne, Canada, Joint Doctrine

"Like jointness, combinedness is a peacetime ideal that tells us we can't invest as much in force structure as we did in the past. . . ."

Anne Dixon, "The Whats and Whys of Coalitions,"
Joint Force Quarterly, Winter 93/94

In the wake of the demise of East-West confrontation, defense budgets in most of the world's nations have seen sharp and painful reductions that have forced changes in force structure. By and large, these changes have meant the elimination, reduction or transfer to the reserve forces of selected military capabilities as well as an overall slimming down of standing forces. All militaries have less flexibility and redundancy than they had ten years ago, yet paradoxically, as many observers have commented, there appears to be greater demand on the military of most nations to undertake a wide variety of non-traditional missions than they have had occasion to anticipate.

Canada is a nation in point. For most of the modern era we have had a defense policy oriented towards the participation in a coalition of "like minded nations," such as NATO. This approach has had several advantages from a national perspective, of which the most important was the removal of any requirement to maintain a full panoply of military capabilities. The most visible indication of this is the lack of strategic weapons systems such as SSBNs or intercontinental bombers. It has also had its drawbacks. A primary focus on the NATO arena, that was to be fought mainly with in-place forces, resulted in a reliance on either host nation support or the provision of that capability from another ally. The Canadian military then, entered the 90's, as a highly professional force, but with limited capability, dependent on its allies for support in several key areas.

The challenge of the 90's then, has been to react to situations around the world to the best of our ability in support of national strategic interests. Small nation participation in most operations requires participation in a multinational framework. It is an approach that has seen us participate, to a greater or lesser extent, in virtually all UN and other peacekeeping missions. The most significant, recent challenge to the Canadian Forces was the planning and mounting of a humanitarian assistance mission to Central Africa in November/December 1996, an operation that was called OP ASSURANCE.

The 1994 civil war in Rwanda saw over one million Hutu refugees flee that country and set up camps along the Rwandan border in eastern Zaire. Amidst these refugees were groups of ex-Rwandan Army personnel and Hutu rebel elements, who exercised control over the refugee population. In mid October 1996, tensions came to a head between the Hutu rebels and indigenous Zairian Tutsis, the Banyamulenge, in eastern Zaire. The Banyamulenge commenced offensive operations against the Hutu rebels and the Zairean Army in the region. This fighting forced part of the refugee population to flee their camps and move further west into Zaire, in addition, the renewal of fighting cut off access to those who remained in the camps, sparking a potential humanitarian crisis.

In response to this looming disaster, several countries, notably France and Germany, proposed military solutions to resolve the crisis, however with little support from the world community these proposals failed to generate any interest. The Secretary General therefore appointed the Canadian Ambassador to the United States, Raymond Chretien, as the UN Special Envoy to the Great Lakes Region. On 5 November 1996, as Ambassador Chretien departed for the Great Lakes region in a Canadian Forces Challenger, the Joint Staff at National Defense Headquarters was conducting contingency planning for possible military involvement in Central Africa.

On 12 November 1996, the Government of Canada, based in part on the assessment provided by Ambassador Chretien, announced that it was prepared to lead a UN Multinational Force (MNF) to Central Africa to alleviate the situation. The UN Security Council passed Security Council Resolution 1080 on 15 November 1996. The same day, a mass refugee exodus commenced as the inhabitants of the refugee camps began to return to Rwanda and Tanzania. This resolution established a two part mandate for the MNF to: (1) facilitate the immediate return of humanitarian organizations and the effective delivery of humanitarian aid by civilian relief organizations; and (2) facilitate the voluntary, orderly repatriation of refugees as well as the voluntary return of displaced persons.

On 17-18 November 1996, reconnaissance teams from the deployable joint headquarters based on HQ 1 Canadian Division arrived in Kigali, Rwanda and Entebbe, Uganda by C-130 to commence establishment of the MNF Headquarters. To support the planning for this mission, US facilities at Kelly Barracks in Stuttgart were used to establish a MNF Forward Planning Cell. An Ad Hoc Steering Group, chaired by Canada, was also formed and met for the first time in New York on 21 November 1996. During the weekend of 22 and 23 November 1996, MNF military planners met in Stuttgart and developed four military options, ranging from maintaining the status quo to the deployment of a 10,000 person security force. Military intelligence was provided by US and UK assets

as well as humanitarian agencies in the location. On 29 November 1996, the Steering Group, now comprising 14 countries, met in Ottawa and, in light of the rapidly evolving situation, agreed on a relatively restrained option involving the establishment of a headquarters, the conduct of enhanced reconnaissance, and preparations for the delivery of emergency supplies by airdrop.

The planning cell in Stuttgart became the MNF HQ (Rear) and was assigned to coordinate the contributions of troop providing nations and movement into the theater. The MNF HQ in Entebbe was activated on 30 November 1996 and was subsequently moved to Kampala on 4 December 1996. An Air Component HQ was integrated into the HQ structure to coordinate the movement of personnel, equipment and supplies into and within the theater. Liaison detachments were established at Kigali, Nairobi, Kinshasa, and Gisenyi.

By the first week in December 1996, there were indications that the MNF's mission had been largely accomplished through the voluntary repatriation of the refugees to Rwanda, and assurances given to the MNF Commander of the safe movement of humanitarian workers and the delivery of aid in the region. On 13 December 1996, following a meeting of the Steering Group in New York, it was recommended that the MNF mission be terminated. The UN Security Council endorsed the recommendation, and, by 31 December 1996, all elements of the force had departed Entebbe.

Although the operation did not develop as anticipated, it nevertheless offers some valuable insights into the problems of creating and mounting a multinational force in a military operations other than war (MOOTW) scenario. As stated in the introduction, the Canadian Forces are primarily designed and structured to be a coalition member, not a coalition leader. From a Canadian perspective, leading this UN mission offered new challenges, both diplomatically and militarily. These challenges were compounded by the rapidly changing situation with the refugees, our reliance on outside intelligence sources, and our lack of heavy strategic airlift. The following observations are extracted from an article prepared by two members of the Interdepartmental Task Force created to coordinate Canada's participation in the Zaire crisis. It is hoped that they will provide some "food for thought" relevant to the planning and mounting of future crises.

- **Lead Nation Selection.** Where the presence of major powers is unwelcome, countries such as Canada, with no obvious parochial interests, can be more acceptable in the formation and leadership of such missions. The irony needs to be recognized, however, that the very qualities which make these nations politically acceptable as leaders of coalitions may also limit their ability to mount and direct them effectively. Canada, and other comparable nations,

have neither the overwhelming military force nor the political clout to obtain cooperation from reluctant parties. Furthermore, in these circumstances, these countries do not have the strong political and economic interests that would encourage resolute policy determination and high risk operations. The lead country can therefore become susceptible to the influence of those more powerful nations who do have strong parochial interests.

- **Influence.** Smaller powers will generally not have the political, economic, or military levers required to coerce either reluctant partners or the parties on the ground into a particular action. When other participants have national agendas and geopolitical interests in the region, the moral persuasion of the lead nation may not be sufficient to direct the operation effectively.
- **US Participation.** There were both military and political reasons why US participation was seen as necessary. The US has an unparalleled military capability, including the strategic airlift and intelligence capabilities which are essential to this type of operation. Given their worldwide presence, US forces are also uniquely capable of a rapid and robust reaction to contingencies; many potential participants made US participation a precondition for their own contribution. Politically, the presence of US ground forces encourages continued American commitment. The requirement for US participation also provides some insight into the future of similar operations. It is unlikely that another nation will soon rival American military capability, increasingly so as governments continue to reduce defense budgets. Thus, for the foreseeable future, multinational coalitions formed for Chapter VII operations will most likely require US military participation.
- **Access to Intelligence.** The very creation of the MNF had a dramatic effect on the refugee situation, which ironically made effective management of the force more difficult. The original plan was overtaken by events before it was ever implemented. The swift, unexpected movement of hundreds of thousands of people made management of the MNF even more dependent on accurate information regarding the numbers, location, and needs of refugees. With half a million refugees across the border into Rwanda by early December 1996, the original mandate goals were achieved without having to deploy. The turbulent and dynamic situation on the ground coupled with the obsolescence of the original plan made it increasingly possible, and tempting, for the various parties to pursue their different agendas, and to use

(Continued on next page)

intelligence as a tool in that pursuit. For example, some nongovernmental organizations (NGO) exaggerated the numbers of refugees to justify military assistance. The commander needs a reliable source of intelligence to permit making reasoned judgements and plans.

- **Role of Humanitarian Agencies and NGOs.** We must recognize that the presence and actions of humanitarian agencies in eastern Zaire had a significant effect on the evolution of the crisis. The laudable provision of food and medicine to the refugees had no impact in the resolution of the problems that had precipitated the original exodus. Hutu extremists and ex-FAR soldiers ruled the camps to foster their own agendas and the refugees, in effect, became hostages to ensure their own survival. When the civil war flared up and the humanitarian agencies were unable to provide aid to those in need, these agencies called for military intervention to facilitate access. Furthermore, these agencies and organizations had political interests in the region not unlike governments. These agencies have relationships with parties on the ground and with other national governments, and compete with each other for influence and financing. Some agencies, thankfully not all, clearly tried to influence the MNF during the crisis, primarily through overstating the numbers of refugees and using the media as a lever. Many of these organizations also seemed oblivious to the political and military implications of some of their suggestions and requests made both privately and through the media. This is an area that must be clearly understood by commanders and staffs.
- **Role of the Military.** The Zaire operation was a response to a "humanitarian crisis" which was itself the result of a political conflict. When some humanitarian agencies called for the assistance of an international military force, they were hoping that the military would go into the camps, separate and/or disarm the intimidators, and allow for the delivery of aid by the agencies. The military was requested to address the military impediments to the delivery of aid, not to deliver the aid itself. While countries promised significant forces to the MNF, from the beginning they attached significant conditions even to any potential participation. The MNF was barely robust enough to conduct a Chapter VI operation, nor did it have the direction from its political masters, the Steering Group, to conduct the kind of robust Chapter VII operations for which it was mandated. The solution to the immediate crisis came about because the Tutsi rebels did what the agencies wanted the MNF to do—neutralize the Hutu extremists and encourage the return of refugees. Fulfilling the task the humanitarian

agencies wanted done would have involved serious risks. It would also have required important political decisions—decisions that many nations did not want to take, and on which an international consensus may not have been possible. Thus the question may not be why nations chose not to do what the humanitarian agencies asked, but rather why the attempt to deploy a force continued despite the clear unwillingness of the international community to carry out the tasks for which a force was required. In these circumstances, the difficulties encountered in mounting a mission and the public differences of view between the humanitarian agencies and organizations on the one hand and the governments and militaries on the other may have been inevitable.

- **Endstate.** The use of the military for humanitarian missions is a recent phenomenon. It is becoming increasingly clear that the nature of the mission goal (i.e., humanitarian relief) makes it difficult to decide when the mission should end. In this case, as the refugees were freed from ex-FAR and Interahamwe coercion and began to return to Rwanda, the international community began to engage in a debate over whether the military mission was still required. Those who defined the goals of the military mission as "humanitarian" noted that there were still, by late December 1996, needy people in eastern Zaire, and supported an extension of the mission. The problem with the purely humanitarian definition is that there will always be needy people in eastern Zaire, but the military is not the appropriate tool to address these long-term problems. As such, the temptation must be avoided to provide military operations with a humanitarian label. Military missions and the success criteria must be defined in terms of clearly understood military goals in a political context, rather than humanitarian objectives.

Given the current state of turmoil in the world today, there remains a distinct possibility that there will be other similar missions mounted at short notice. Hopefully this brief overview of what was a challenging mission for the Canadian Forces will provide some food for thought.

Note: Observations were extracted from Lessons Learned From the Zaire Mission by James Appathurai (DND) and Ralph Lysyshyn (DFAIT).

The views presented in this article do not necessarily reflect those of the Canadian Forces, Department of Foreign Affairs and International Trade, the Department of National Defense, or the Government of Canada.



MULTINATIONAL MILITARY OPERATIONS OTHER THAN WAR

By CDR Al Bougard, USN, JWFC, Doctrine Division

JP 0-2, "Unified Action Armed Forces (UNAAF)," and JP 1-0, "Joint Warfare of the Armed Forces of the United States," established a paradox that may have escaped recognition by the joint community. The UNAAF states on page I-9 that, "There is no singular doctrine for multinational warfare." It further points out that each alliance develops its own protocols and contingency plans, while coalitions are less structured because of their temporary agreements or arrangements. JP 1-0 adds on page III-13 that, "There is a high probability that any military operation we undertake will have multinational aspects." While we presently have no overarching doctrine for multinational warfare (JP 3-16, "Joint Doctrine for Multinational Operations," is in Final Coordination), we can expect to be involved in combat operations or military operations other than war (MOOTW) that will be multinational in nature.

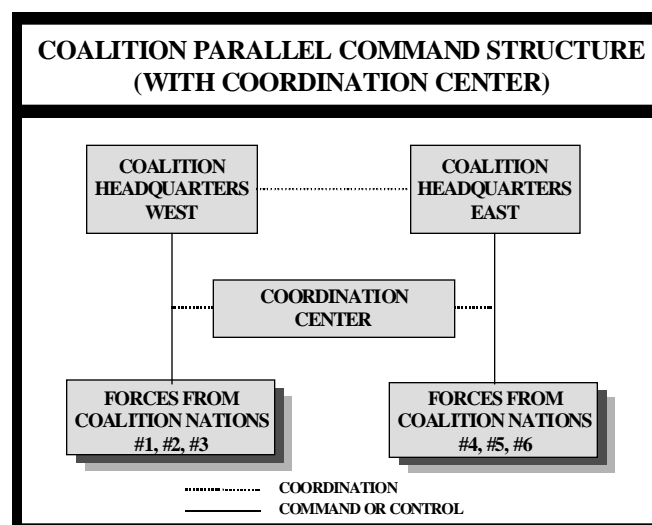
The previous article concerning the Canadian-led multinational effort to relieve the suffering in Rwanda, beginning on page 6, indicates Canada found it compelling to include US forces in the operation because of their need for strategic air mobility assets, which the United States had, but Canada did not. This is indicative of the capabilities of many of the world's military organizations. As budgets get smaller, many nations' forces increasingly are becoming more specialized and must rely on the forces of other nations to provide capabilities they do not possess or are unwilling to commit. Representative Floyd Spence (R-SC) in a report on military readiness stated, "The reality is that years of declining defense budgets, a smaller force structure, fewer personnel and aging equipment coupled with an increase in the number of peacekeeping and humanitarian operations are stretching US military forces to the breaking point."

Perhaps recent news articles noting the possibility of the United Kingdom leasing air mobility aircraft and crews from the United States contribute to this feeling. Will this global "specialization" be a trend forcing the United States to conduct more and more missions in a multinational setting by providing specific forces? Today's economic realities and political necessity indicate this may be true. The legitimacy of United Nations involvement and an increasing sense of regionalism require the consensus of a majority of concerned nations.

Without it, nations are forced into inaction or unilateral action. Add to this the continued reduction in force capabilities worldwide, and the need for a multinational effort increases.

As an example, air mobility is just one mission area in which we may find ourselves participating as part of multinational operations. Classic involvement of ground forces in multinational operations are exemplified in the Implementation Force (IFOR) in Bosnia, the multinational force and observers in the Sinai, and the presence of the US 2d Division in Korea. US special operations forces also assist in a multitude of operations around the globe such as foreign internal defense operations, apprehension of war crimes suspects, and counterdrug operations.

Will this increase in small scale operations require the placement of US forces under the operational control (OPCON) of a foreign multinational force commander (MNFC)? JP 3-16 (FC), "Joint Doctrine for Multinational Operations," describes several command and control arrangements that may be established for a multinational operation (see Figures 1 and 2). Operation DESERT STORM is the latest example of a large-scale combat operation where a multinational coalition used a parallel command structure similar to that shown in Figure 1. A question which deserves consideration is whether we are ready to take on multiple multinational operations as the lead nation or will we play a supporting/subordinate role, exemplified by Figure 2 on the next page. Perhaps we should not always believe we will be the team captain—even if it is our bat or our ball we bring to the game.



**Figure 1. Coalition Parallel Command Structure
(With Coordination Center)**

A final point of consideration must address our readiness to fight "the big one." In a report to Congress on 5 February 1998, the Chairman, Joint Chiefs of Staff stated that, "We are beginning to see anecdotal evidence of readiness concerns." Our military has become expert

(Continued on next page)

in foreign humanitarian assistance programs, disaster relief, noncombatant evacuation operations, and peacekeeping/enforcement. While we busy ourselves with delivering food, medicines, and clothing; concern grows that traditional combat skills are decreasing. In a 19 January 1998 article in US News and World Report, it was claimed, "...there is mounting evidence that conventional combat skills... are being eroded by a combination of down-sizing, budget cuts, and widespread commitments to non-combat operations."

LEAD NATION COMMAND STRUCTURE



Figure 2. Lead Nation Command Structure

There are no ready solutions to the many questions and concerns that are being expressed. One thing is clear as we move into the next millennium; MOOTW missions will not go away and the United States increasingly will be involved in multinational operations. The United States cannot avoid involvement because of the capabilities we provide. We have made an effort to prepare the multinational force commander for these operations by developing JP 3-16, "Joint Doctrine for Multinational Operations." It provides guidance in establishing effective command and control arrangements and lists many considerations a multinational force commander (MNFC) must contemplate in molding an effective coalition force. It also discusses the possibility of US forces being under the OPCON of a foreign MNFC (see Figure 2). Doctrine cannot provide guidance for every possibility or situation, but we have made great strides in this direction. How well that guidance answers the need will require exercising the doctrine and generating good, thorough feedback.



M I L I T A R Y T R I V I A

How many Nations Supplied Air, Land, and
Sea Forces to Operation DESERT STORM?

Answer on Page 32

Newsletter Inputs and Subscription Information

Please pass this newsletter to anyone you think may be interested. If you didn't get a copy directly, and would like to receive one, fill out the subscriber request form (page 35) and either mail or fax it to us. We have a limited number of back issues, but you also can download them from <http://www.dtic.mil/doctrine> or view and download them from <http://www.jwfc.js.mil/PAGES/acp1.htm>. We hope you will enjoy **A Common Perspective** and take the time to provide us some feedback.

Our next edition will be published in October 1998. We continue to solicit articles and commentaries regarding joint doctrine/operations. Submissions should be 1500 words or less—we will consider longer articles as possible features. Please submit articles or letters on disk or via e-mail for ease in handling. We need your submissions by 15 August 1998.

Send your articles, letters, or commentaries to:

A COMMON PERSPECTIVE
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FORT MONROE, VA 23651-5000

or send it via e-mail to "bougarda@jwfc.js.mil" or call:

DSN 680-6427
FAX 680-6552
COMM (757) 726-XXXX

JWFC WWW SITE

In May 1997, the JWFC opened up its new WWW site at <http://www.jwfc.js.mil>. The five JWFC divisions can be visited for news on their projects. Additional points of interest are the JWFC Electronic Library, Joint Center for Lessons Learned, joint exercises information, JV 2010 developments, joint training courseware, and on-line versions of some of our useful and informative publications. NOTE: The joint doctrine POC listings in the on-line version of **A Common Perspective** are updated as changes occur. Future plans for the site may include Doctrine Chat!

CONSEQUENCE MANAGEMENT: THE MOTHER OF ALL MOOTWS

**By Mr. Richard J. Rinaldo, Joint and Army
Doctrine Directorate, HQ TRADOC**

"I believe the proliferation of weapons of mass destruction presents the greatest threat that the world has ever known. We are finding more and more countries who are acquiring technology—not only missile technology—and are developing chemical weapons and biological weapons capabilities to be used in theater and also on a long-range basis. So I think that is perhaps the greatest threat that any of us will face in the coming years."

Secretary of Defense Cohen

[EDITORS NOTE: This article highlights developments involving consequence management and its increasing relevance to US military missions both at home and abroad in confronting the transnational threat to US national security from possible terrorist use of weapons of mass destruction (WMD). It raises issues concerning the doctrinal definition of consequence management. Should this definition be broad or narrow? Should it include disaster assistance in general or focus solely on terrorist use of WMD? Additionally, what constitutes WMD? The article also notes draft doctrine that discusses consequence management. Will that doctrine suffice, or is more doctrine necessary?]

BACKGROUND

Imagine a successful attack on the World Trade Center in New York City with a nuclear device and casualties of 100,000. The Defense Science Board (DSB) addressed this and similar scenarios in its October 1997 Summer Study.¹ It concluded that, "The successful execution of scenarios of this sort could substantially impact America's sense of security, undermine public order, and instigate further incidents if the United States were unsuccessful in responding successfully. According to the DSB, "the consequences could extend internationally, eroding America's leadership in the world community, limiting its ability to achieve foreign policy objectives, and directly impacting performance of military missions."

The profound nature of these threats has in fact generated one of the newest and hottest cottage industries in Washington today. Private think tank and government studies and reports, like the DSB report, are awash on the shores of the Potomac. There are new laws, materiel

developments, exercises, organizations, reorganizations, and advanced concept technology demonstrations. Staffs are devising new plans and developing policy. News headlines, articles, and draft doctrine proliferate. All these activities attest to the salience and topicality of **consequence management** and its twin sister, **crisis management**.

What is consequence management? The definition depends on the source, an issue that doctrine must eventually resolve. For the purposes of introduction, however, the following definition should suffice.

Consequence Management. Comprises essential interagency services and activities required to manage and mitigate damage, loss, hardship, or suffering resulting from disasters and catastrophes, either man-made or natural. It includes those measures necessary to restore essential government services, protect public health and safety, and provide emergency relief to government, businesses, and individuals affected by life-threatening or destructive events. Such services and activities may include population evacuation, decontamination, transportation, communications, public works and engineering, firefighting, information and planning, mass care, resource support, health and medical services, urban search and rescue, hazardous materials, food, and energy.

US Army Training and Doctrine Command and the Joint Warfighting Center developed this definition as a means to embrace both continental United States (CONUS) and outside CONUS (OCONUS) consequence management. It has wide applicability to both domestic support and foreign humanitarian assistance operations. As for crisis management, the following definition seems adequate.

Crisis Management. Measures to resolve a hostile situation and investigate and prepare a criminal case for prosecution under federal law.

However defined, these concepts have implications for and relate to asymmetric and transnational threats, counter proliferation policy and strategy, combating terrorism, force protection, and law enforcement. They influence NBC defense, disaster and hazardous material incident response, and incident command. They relate to domestic support and foreign humanitarian assistance operations. Such operations will be joint, multinational, interagency, and interdisciplinary. They will involve mortuary affairs, patient management, and search and rescue among others.

The amount of technical information required to address these issues is staggering and expensive. The Journal of the American Medical Association devoted an entire issue to chemical and biological warfare and the Internet is replete with Home Pages on the subject.² The

(Continued on next page)

NBC Medical Defense Information Server Library is an excellent example of these Home Pages. Jane's Defense sponsored a Washington gathering at a posh hotel on Capitol Hill charging a triple digit fee for one day of discovery on how participants might fit into the \$2 billion expected to be spent by the US government on countering chemical and biological weapons. It then published a 470-page "US Chemical-Biological Defense Guidebook: The Most Comprehensive Resource for Chemical and Biological Agent Weaponization and Emergency Response," with a price tag of \$895 for the hardcopy and \$1075 for the CD-ROM. A United Nations report estimated that it would take \$80 billion (in today's dollars) to stockpile gas masks and antibiotics, vaccines, and other defense measures for civilians.³

Moreover, a host of players will be on the field. According to a recent GAO report, "various interagency groups have been formed to coordinate efforts of more than 40 federal agencies" that combat terrorism, one aspect of consequence management.⁴ Among these are high profile entities like DOD, the Federal Bureau of Investigation (FBI), the Federal Emergency Management Agency (FEMA), and the Public Health Service (PHS), all of whom are involved in both crisis and consequence management.

THE MORE THINGS CHANGE . . .

Despite all the newness, as former Chairman of the Joint Chiefs of Staff, General John Shalikashvili has stated "This isn't a new problem, it is simply an old problem getting worse." For example, according to one student of the subject, "biological warfare has been an effective combat weapon for centuries."⁵ To illustrate, he describes the Tartars catapulting plague-infested bodies over the walls of the besieged city of Kaffa in 1346 A.D., perhaps starting the bubonic plague that killed 25 million people between 1347 and 1351! Chemical weapons, on the other hand, accounted for well over 1 million military and civilian casualties in World War 1. Nearly 100,000 died.⁶

GOOD NEWS

Much has been done about these problems with a broad range of conventional military capabilities and domestic preparedness. The Internet, for example, now has a Domestic Preparedness Home Page. This site provides general information about the Domestic Preparedness Program, which DOD initiated in 1997 because of the Nunn-Lugar-Domenici amendment to the FY 97 Defense Authorization Act. DOD manages the program with the Department of Energy, Environmental Protection Agency, FBI, FEMA, and PHS.

DOD is also participating in the training of local first responders in cities based on its expertise in this arena. These responders will after all be first on the scene and must be well trained. See Figure 1, which illustrates the

challenges and responders. DOD has also established expert advice and assistance in the form of a hotline and a helpline and a Rapid Response Information System (RRIS) accessible to local, State, and Federal officials. The RRIS is a database of chemical weapons' characteristics, effects, and indicators, and an inventory of Federal capabilities and assets that can be made available to support local, State, and Federal responses. DOD will expand these assets in the near future with the integration of reserve component units. While focused on domestic contingencies, these assets may be available for unified combatant commanders executing other National Military Strategy objectives.⁷

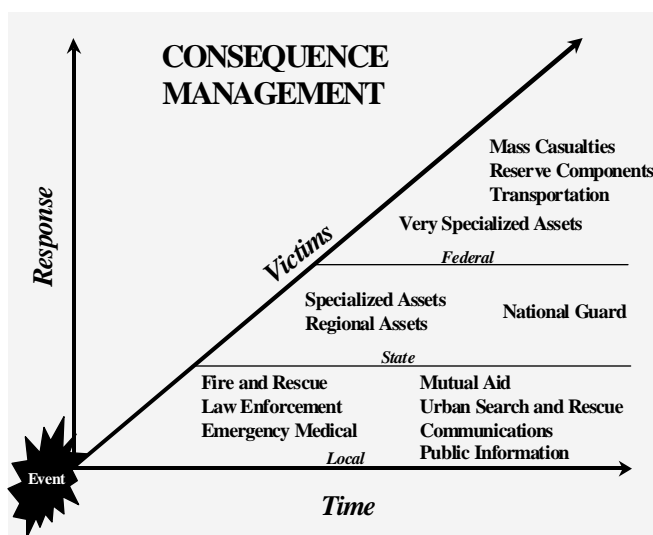


Figure 1. Challenges and Responders

On the technological front, some sophisticated items are under development. DOD is working on a heartbeat detector that can hear through walls for search and rescue or other purposes, a canary on a chip sensor to warn of bioagents, and engineered cells for enhanced immunity, to mention just a few.

On the organizational side, the FBI has a DEST (Domestic Emergency Support Team), the Department of Energy has a NEST (Nuclear Emergency Search Team) and the State Department has a FEST (Foreign Emergency Support Team), as well as an interagency CMRT (Consequence Management Response Team). The list of DOD organizations is too long for this article.⁸

BAD NEWS

Despite these efforts, many factors make the threat more ominous. Foremost is US preeminence as a world power, especially its conventional military strength. This has two results. The first is the development of asymmetric threats and strategies to counter that power. The second is greater involvement and presence of the US in the international arena as an arbiter of stabilization and security, which piques opposition among those opposed to the thrust of our policies.⁹ Many such groups have

sprouted in the wake of the end of the Cold War and the weakening of restraints imposed by dominant powers over clients. Also exacerbating the threat is the global proliferation of weapons of mass destruction along with informational means to disseminate knowledge about those capabilities. In addition, today *The Chemical Weapons Convention* requires that the US destroy its own stockpile of those weapons thus effectively eliminating these as a retaliatory deterrent option. In 1975, such a deterrent was eliminated as well for biological weapons with *The Biological Weapons Convention*.

Moreover, real world events add urgency to the situation. These include: the 1997 false alarm anthrax attack at the B'nai B'rith building in Washington, DC, the 1996 bombings of Khobar Towers in Saudi Arabia and the Murrah Building in Oklahoma City, and the 1995 Aum Shinrikyo cult Sarin gas attack on the Tokyo subway system.

DOCTRINAL ISSUES

The bottom line is that the US military role in consequence management, an important element of the US response to these threats, has become, at least for today, the "mother of all MOOTWs." Where does doctrine stand in regard to these developments, and what more do we need to do in doctrine?

The April 1997 Joint Doctrine Working Party agreed to introduce consequence management into JP 3-07.6, "JTTP for Foreign Humanitarian Assistance," based on a proposal by USPACOM. The proposal was generated based on exercise ELLIPSE CHARLIE 96 and other developments involving consequence management. The preliminary coordination draft of JP 3-07.7, "JTTP for Domestic Support Operations," addresses consequence management and crisis management, and the PACOM proposal suggested that the material in JP 3-07.6 build on the treatment in JP 3-07.7.

Presidential Decision Directive (PDD) 39, "US Policy on Counterterrorism," promulgated in June 1995 and "The Defense Against Weapons of Mass Destruction Act of 1996," also known as the Nunn-Lugar-Domenici Amendment, added emphasis to consequence management. PDD 39 addressed responsibilities in the CONUS and OCONUS. FEMA, the lead domestic agency, followed up with publication of a "Terrorism Incident Annex to the Federal Response Plan" (FRP) in February 1997. DOD promulgated its Department of Defense Directive (DODD) 3025-15, "Military Assistance to Civil Authorities," which discusses consequence management. Additionally, a Chairman, Joint Chiefs of Staff Instruction (CJCSI) 3214.01, "Military Support to Foreign Consequence Management Operations," addresses DOD support to consequence management operations OCONUS.

With recent publication of "The Report of the National Defense Panel" and DOD's Report to Congress,

"Proliferation: Threat and Response," as well as a variety of recent exercises like AZURE HAZE and AGILE LION 97, the topic continues to surface. Will the draft publications meet the needs of the field? Will new policy documents make new doctrine necessary?

DEFINITIONS AGAIN

This brings us back to the starting point of doctrine development—definitions, the devil is in the details. We have organized JP 3-07.7, "JTTP for Domestic Support Operations," with a wide scope of applicability for consequence management. The draft includes numerous command and control charts for a variety of domestic support operations, from disaster relief for an earthquake to mass immigration. These derived from material provided by the Army's Directorate of Military Support (DOMS) and other sources, and differentiate between consequence and crisis management. DOMS represents the Secretary of the Army, DOD's Executive Agent for Military Support to Civil Authorities. However, the "Handbook of DOD Assets and Capabilities for Response to a Nuclear, Biological, or Chemical Incident," takes a narrower approach, as evidenced by its title. So does the unclassified PDD-39 Abstract (U.S. Policy on Counterterrorism) published by FEMA on 6 December 1995, which focuses on consequence management in the context of NBC use by terrorists.

CJCSI 3214.01, "Military Support to Foreign Consequence Management Operations," of 1 March 1998 has a WMD spin and introduces yet another problematic definition. The preliminary coordination draft of JP 3-07.7, "JTTP for Domestic Support Operations," includes a proposed definition of WMD based on federal law in the "Antiterrorism and Effective Death Penalty Act of 1996" and FEMA uses a similar but shorter definition in the FRP.

Since these WMD definitions reside in the FRP and US law, we should use one of them in joint doctrine in place of the older definition currently in Joint Pub 1-02, "DOD Dictionary of Military and Associated Terms." The FRP and federal law should apply to the entire Federal government on this topic of nearly universal concern.

RESPONSIBILITIES

Clear delineation of responsibilities during consequence management is critical. Despite the many agencies involved, responsibilities, for the most part, seem well defined. According to a FEMA official, "following the Oklahoma City bombing, President Clinton gave FEMA certain responsibilities in PDD 39." Under PDD 39:

- "FEMA, supported by all Federal Response Plan signatories, will assume the Lead Agency role for consequence management in Washington, DC, and on scene."

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- "The Director, FEMA, will ensure that the Federal Response Plan is adequate for consequence management activities in response to terrorist attacks against large US populations, including those where weapons of mass destruction are involved."
- "FEMA will also ensure that State response plans and capabilities are adequate and tested."

According to this official, "FEMA has worked with the other Federal Response Plan agencies to review Federal capabilities for consequence management and with FRP agencies and the FBI to produce a terrorism incident annex to the FRP. The annex describes coordination relationships between the crisis management response; which FBI leads, involving efforts to anticipate, prevent, and/or resolve a terrorist incident; and the Federal consequence management response, which FEMA leads."¹⁰

THE FEDERAL GOVERNMENT SUPPORTS CONSEQUENCE MANAGEMENT OF LOCAL RESPONDERS

An important point about consequence management, thoroughly treated in draft joint doctrine, is that the USG and DOD are in support of State and local governments, which have jurisdiction for consequence management on behalf of their citizens. As a FEMA official has pointed out, "The Federal Government, through the Department of Justice and the FBI, has primary jurisdiction for resolving the criminal act that is terrorism, but not for managing the consequences of such an act. This only makes sense. For one thing, the Federal Government probably would not have an effective consequence management presence at the scene for several hours, local responders would have to handle immediate consequences of an incident."¹¹

Overseas, the system is somewhat different. The Department of State takes the lead on requests for support from host nations, although, geographic combatant commanders and local commanders will have significant responsibilities in supporting such efforts and incidents involving US forces or those on US installations.

THE WAY AHEAD

Given some semblance of understanding about consequence and crisis management and WMD; and with work already being done in joint doctrine and elsewhere to identify players, delineate responsibilities, and establish guidelines for planning and operations, what more remains to be done? The answer to that question may be to complete publication of current draft doctrine, which addresses consequence management, and to continue to monitor and assess recent organizational, operational, and material developments. These include biological and chemical research, agent detection efforts, and creation of new units with expertise in medical prophylaxis.

Also ongoing are development of national level guidelines; integration of various organizations, including reserve components, into the defense posture of the nation; and evaluation of studies and reports such as the DSB report already noted and others.¹² Meanwhile, there is no dearth of consequence management information for use in the field as new guidance and technologies develop at nearly breakneck speed. At some point, however, we will need to stop and assess new developments to determine if the current drafts are adequate to the needs of our forces. If not, we need to make appropriate changes to mature the doctrine.

• • • • •

ENDNOTES

¹ *The Defense Science Board 1997 Summer Study Task Force on DOD Response to Transnational Threats, Volume 1, Final Report*, October 1997. An important point of the report is that responses to these threats, "should capitalize on the parallelism between domestic preparedness, global force protection, force projection and major theater war. There is a strong synergy between the demands of each."

² *JAMA*, August 6, 1977.

³ Cited in Leonard A Cole, "The Specter of Biological Weapons," *Scientific American*, December 1996, p. 60.

⁴ *Combating Terrorism, Federal Agencies' Efforts to Implement National Policy and Strategy*, "September 26, 1997.

⁵ LT. COL. Terry N. Mayer, USAF, "The Biological Weapon: A Poor Nation's Weapon of Mass Destruction," in *Battlefield of the Future*, Air University Press. It may be accessed at The Chemical and Biological Defense Information Analysis (CBIAC) Internet site.

⁶ "The Chemical and Biological Warfare Threat," Student Handout, National Defense University.

⁷ DOD's "Integrating National Guard and Reserve Component Support for Response to Attacks Using Weapons of Mass Destruction," January 1998.

⁸ DOD's "Handbook of DOD Assets and Capabilities for Response to a Nuclear, Biological, or Chemical Incident," August 1996.

⁹ Richard K. Betts, "The New Threat of Mass Destruction," *Foreign Affairs*, January/February 1998, p. 26.

¹⁰ Remarks By Kay C. Goss Associate Director For Preparedness, Training, And Exercises at The Jane's Information Group Conference "Countering Chemical And Biological Weapons: Government Programs, Industry Opportunities," Washington, DC November 19, 1997.

¹¹ *Ibid.*

¹² See "The Health of Chemical Biological Defense in the U.S. Military, A White Paper by the NBC Industry Group," November 1977. See also, Charles L. Mercier, Jr., "Terrorists, WMD, and the US Army Reserve," *Parameters*, US Army War College, Autumn, 1997, p. 98. Also, "Assessment of the Impact of Chemical and Biological Weapons on Joint Operations in 2010," October 1977 and "Pentagon Panel Warns of Smaller Chem-Bio Attacks," *Defense News*, 1-7, 1977, p. 12.





COL Hodge, Chief of Joint Doctrine Division (JDD), J-7 Joint Staff, and Col Brodel, Chief of Doctrine Division, Joint Warfighting Center (JWFC) welcomed attendees from the Services, combatant commands, JWFC, and doctrine commands/centers.

Lt Col Tim Malone of J-7/JDD, Joint Staff provided a joint doctrine update highlighting recent accomplishments to include CJCS approval of the joint doctrine electronic information system (JDEIS). He identified on-line staffing of publications and JDEIS funding as pending completion. Lt Col Malone stressed that establishing two joint doctrine POCs with e-mail addresses, providing electronic copies of JP review comments to the lead agent (LA) and draft JPs to J-7 for uploading to the World Wide Web (WWW), maximum use of the WWW draft section, and early identification and resolution of issues significantly shortens the joint doctrine development process. He also highlighted ongoing actions and improvements to the joint doctrine awareness action plan.

Lt Col Tom Huber of the Defense Logistic Agency (DLA) gave a decision brief to develop joint doctrine for disposal operations—disposal of materials used during joint operations. He provided background, identified the doctrine void, outlined potential guidance, and recommended several options to include developing guidance in JP 4-0, "Doctrine for Logistics Support of Joint Operations," developing a new publication, or including disposal operations as a chapter in JTTP under development. LTC Roy Henderson of the JWFC presented a front-end analysis (FEA) which concluded that joint disposal guidance is needed and recommended including a chapter in JP 4-01.4, "JTTP for Theater Distribution" and including an appendix to annex D (logistics) in CJCSM 3122.03, "Joint Operation Planning and Execution System Volume II Planning Formats and Guidance." **The JDWP unanimously agreed to develop disposal guidance as a new chapter in JP 4-01.4 and reference it in JP 4-0 and other publications, as appropriate. The US Army will be the LA; J-4, Joint Staff will serve as the Joint Staff doctrine sponsor (JSDS); and DLA will serve as a technical review authority (TRA).**

CDR Al Bougard of the JWFC presented a decision brief to cancel JP 3-04 "Doctrine for Joint Maritime Operations (Air)." The results of a recent JWFC assessment indicated

over 95% of the publication is outdated and maritime-unique information is located in just two paragraphs. He recommended cancellation and inserting maritime-unique information into other joint publications such as the new composite warfare commander (CWC) concept in JP 3-56, "Command and Control Doctrine for Joint Operations," and including guidance for land-based air tanker support to maritime aircraft in JP 4-01.1, "JTTP for Airlift Support to Joint Operations." **The JDWP unanimously agreed to cancel JP 3-04 and include the maritime-unique information in other joint publications as determined by the JWFC.**

LTC John Risney of the JWFC presented a decision brief to cancel development of JP 5-00.3, "Doctrine for the Joint Operation Planning and Execution System (JOPES)." He explained that this publication is no longer necessary because other documents, such as those in the CJCSM 3122 series, adequately cover the subject. He further recommended that upon cancellation of JP 5-00.3, the JWFC should develop a JOPES cross-reference list and provide it to J-7, Joint Staff for uploading on the WWW. **The JDWP unanimously agreed to cancel JP 5-00.3 and include a summary page of JOPES cross-references on the WWW.**

LTC Heldur Liivak of the JWFC presented an information brief on joint training system terminology. He identified a need to standardize it in all training publications and recommended the process should begin with the next version (4.0) of the Universal Joint Task List. LTC Liivak also indicated new and modified joint training terminology should be proposed for inclusion in JP 1-02, "DOD Dictionary of Military and Associated Terms."

LTC Steve Senkovich of the JWFC provided a joint publication assessments update brief. Thirty-five joint publication assessments have been completed. There are six assessments in progress (JPs 3-07, 3-09.3, 3-13.1, 3-50.2, 3-57, and 4-01.3). Four assessments have been temporarily delayed (JPs 3-01.5, 3-05.3, 3-05.5, and 3-07.4). Six joint publications were voted for assessment at this JDWP (JPs 3-50.3, 4-01.1, 4-01.2, 4-06, 6-0, and 6-02). He also provided an updated overview of the joint publication assessment process. Col Bob Brodel of the JWFC announced that the JWFC would propose changing the assessment process before the next JDWP.

Maj Pete Vercruysse of the JWFC presented an information brief on the revised "JTF Commander's Handbook for Peace Operations." The revised handbook includes lessons learned from northern Iraq, Somalia, Haiti, and Bosnia and the peace operations CD-ROM. Approximately 6,000 copies have been distributed—limited numbers of the handbook are still available. The JWFC will determine the appropriate information from the handbook that should be included in joint doctrine publications and provide recommendations at the next JDWP.

LCDR Mark Werner of the Chief of Naval Operations staff (N512) presented an information brief on the status of JP 3-06, "Doctrine for Joint Riverine Operations." He indicated the test publication was developed from 10-year old Service doctrine and is outdated. A joint working group was proposed to assist in development.

(Continued on next page)

Mr. Gary Bounds of Headquarters, Department of the Army (HQDA) presented an information brief on JPs 3-18, "Joint Doctrine for Forcible Entry Operations," and 3-18.1, "Joint Doctrine for Airborne and Air Assault Operations." He indicated JP 3-18 will be revised, references to follow-on operations will be deleted, and an appendix on airborne and air assault operations will be added—this may prompt the Army to recommend canceling JP 3-18.1.

Mr. Dave Holmes of the Joint Command and Control Warfare Center presented an information brief on JP 3-51, "Electronic Warfare in Joint Military Operations." He provided an overview of previous development delays and staffing problems. Based on critical comments received and a new timeline, it will be rewritten and restaffed as an unclassified publication.

Lt Col Frank Pombar of USSPACECOM presented an information brief on JP 3-14, "Joint Doctrine and JTTP for Space Operations." The program directive was approved in March 1990, but revision and terminology issues contributed to delays in completing the publication. Further, USCINCSpace delayed the publication pending revalidation of their missions. Lt Col Pombar then described some principles of basic joint space doctrine to include missions, combat support missions, and space support operations. He outlined several potential command relationships showing USCINCSpace as either a supporting or supported commander and highlighted ongoing issues such as a space AOR and proposed unified command plan changes.

Maj Paul Niesen from Headquarters, USAF presented an information brief on the status of JP 3-59, "Joint Doctrine for Meteorological and Oceanographic Support." The latest draft combines other joint publications into one version and further clarifies roles and responsibilities.

COL Mike Smith of TRADOC provided an information brief on JP 3-56, "Command and Control Doctrine for Joint Operations," which included an overview of the development efforts to date and TRADOC's plan for completion. Col Brodel stated that the JWFC stands ready to assist in moving the publication forward. JWFC agreed to work with TRADOC to identify contentious issues and plan a way to complete the publication.

LTC Pete Stuart of the Joint Special Operations Forces Institute presented an information brief on JPs 3-05.3, "Joint Special Operations Operational Procedures," and 3-05.5, "Joint Special Operations Targeting and Mission Planning Procedures." He recommended both be incorporated in a new JP 3-05.1, "JTTP for JSOTF Operations." Further, some targeting guidance from JP 3-05.5 should be included in JP 3-60, "Doctrine for Joint Targeting."

Lt Col Kent Kysar of the JWFC presented an information brief on *JV 2010*. He provided an overview of the *JV 2010* concepts to include full spectrum dominance and the enabling concepts—dominant maneuver, precision engagement, focused logistics, and full-dimensional protection.

Group Captain Brian Symes from the Royal Air Force provided an information brief on joint developments in the United Kingdom. Additionally, Group Captain Graham

McMellin, RAF (retired), provided an overview of joint doctrine developments in NATO. He highlighted the development efforts pertaining to Allied Joint Publication 1A and the evolving hierarchy of NATO publications.

LCDR Andy Wilde from J-39, Joint Staff presented a status report on JP 3-13, "Joint Doctrine for Information Operations." See page 33 for an update.

EXECUTIVE SESSION

Maj Pete Vercruysse of the JWFC presented an information brief on the assessment of JP 3-57, "Doctrine for Joint Civil Affairs." He noted there is a doctrine void regarding civil military operations (CMO). LTC Stuart from JSOFI recommended JP 3-57 become a CMO publication that includes civil affairs guidance. CDR Dempsey of JSOFI indicated that USSOCOM has been incorrectly tasked to develop CMO guidance. **The JWFC agreed to complete the JP 3-57 assessment by December 1997, determine if the scope should be changed to CMO, and promulgate the results by message prior to the next JDWP.**

LTC Senkovich of the JWFC presented an analysis of the JSOFI proposal to consolidate JPs 3-05.3, "Joint Special Operations Operational Procedures," and 3-05.5, "Joint Special Operations Targeting and Mission Planning Procedures." **JWFC recommended: (1) complete and approve JP 3-05; (2) that JSOFI submit a proposal/concept paper on the consolidation to J-7/JDD, Joint Staff; (3) that JWFC conduct a FEA of the proposal; and (4) that JWFC staff the proposal for worldwide review. There was unanimous agreement with the JWFC recommendations.**

COL Hodge stated the new Chairman of the Joint Chief of Staff had charged J-7 to be the advocates of joint doctrine and the joint doctrine process. Col Brodel indicated the JWFC stands ready to host working groups as necessary to resolve contentious issues in joint publications. Maj Holcomb of MCCDC emphasized problems with CJCSI/Ms distribution and COL Hodge agreed to place selected CJCS documents on the WWW and CD-ROM JEL.

COL Hodge presented an overview of the *JV 2010* integration phase and timeline. He asked JDWP attendees to study the "JV 2010 Concept for Future Joint Operations" and to be prepared to integrate extant doctrine with emerging *JV 2010* concepts.

COL Hodge closed the JDWP and thanked JWFC personnel for their efforts in hosting the conference. The next JDWP will be held from 29 to 30 April 1998 at the JWFC. The agenda will include proposals to change lead agency for JP 4-04, consolidate JP 4-01.1 and portions of JP 3-18.1 into JP 3-17 and rename as "Joint Air Mobility Operations," consolidate JP 3-18.1 into JP 3-18, consolidate JPs 3-05.3 and 3-05.5 into a new publication, expand the scope of JP 4-01.5 and rename as "JTTP for Terminal Operations," replace Annex B of JP 4-01 with a description of the joint strategic mobility asset apportionment process, develop joint environmental doctrine, and cancel JP 3-06.



JOINT PUBLICATION STATUS

SCHEDULED FOR APPROVAL OVER THE NEXT 6 MONTHS

PUB#	TITLE	PUB#	TITLE
1-0	Doctrine for Personnel and Administrative Support to Joint Operations	3-07.7	JTTP for Domestic Support Operations
1-01.1	Compendium of Joint Publications	3-09	Doctrine for Joint Fire Support
1-06	Joint Doctrine for Financial Management	3-15 Ch1	Joint Doctrine for Barriers Obstacles and Mine Warfare
2-0 Ch1	Joint Doctrine for Intelligence Support to Joint Operations	3-16	Joint Doctrine for Multinational Operations
2-01.1	JTTP for Intelligence Support to Targeting	3-33	Joint Force Capabilities
2-02	National Intelligence Support to Joint Operations	3-55	Doctrine for Reconnaissance, Surveillance, and Target Acquisition Support for Joint Operations (RSTA)
2-03	JTTP for Mapping, Charting, and Geodesy Support to Joint Operations	4-01.6 Ch1	JTTP for Joint Logistics Over the Shore (JLOTS)
3-01	Joint Doctrine for Countering Air and Missile Threats	4-05.1	JTTP for Manpower Mobilization and Demobilization Operations: Reserve Component (RC) Callup
3-05 Ch1	Doctrine for Joint Special Operations	5-00.1	JTTP for Campaign Planning
3-07.3 Ch1	JTTP for Peacekeeping Operations	5-00.2, Ch1	Joint Task Force Planning Guidance and Procedures
3-07.6	JTTP for Foreign Humanitarian Assistance		

IN REVISION OVER THE NEXT 6 MONTHS

PUB#	TITLE
1-01, Ch2	Joint Publication System, Joint Doctrine and JTTP Development Program
2-01.2 Ch1	JTTP for Intelligence Support to Targeting
3-0 Ch1	Doctrine for Joint Operations
3-02 Ch1	Joint Doctrine for Amphibious Operations
3-05.3 Ch1	Joint Special Operations Operational Procedures
3-05.5 Ch1	Joint Special Operations Targeting and Mission Planning Procedures
3-09.1 Ch1	Joint Laser Designation Procedures
3-11 Ch1	Joint Doctrine for NBC Defense
3-50 Ch1	National Search and Rescue Manual Volume I: National Search and Rescue System
3-50.1 Ch1	National Search and Rescue Manual Volume II: Planning Handbook
3-51 Ch1	Electronic Warfare in Joint Military Operations
3-55.1 Ch1	JTTP for Unmanned Aerial Vehicles
4-0 Ch1	Doctrine for Logistic Support to Joint Operations
4-01.5 Ch1	JTTP for Water Terminal Operations
4-02 Ch1	Doctrine for Health Service Support in Joint Operations
4-04 Ch1	Joint Doctrine for Civil Engineering Support

APPROVED SINCE SEPTEMBER 1997

PUB#	TITLE
3-04.1 Ch1	JTTP for Shipboard Helicopter Operations
3-07.2 Ch1	JTTP for Antiterrorism
3-07.4 Ch1	Joint Counterdrug Operations
3-07.5	JTTP for Noncombatant Evacuation Operations
3-50.21	JTTP for Combat Search and Rescue
4-02.1	JTTP for Health Service Logistics Support in Joint Operations

UNDER ASSESSMENT

PUB#	TITLE
3-13.1	Joint Doctrine for Command and Control Warfare (C2W)
3-50.3	Joint Doctrine for Evasion and Recovery
4-01.1	JTTP for Airlift Support to Joint Operations
4-01.2	JTTP for Sealift Support to Joint Operations
4-06	JTTP for Mortuary Support in Joint Operations
6-0	Doctrine for Command, Control, Communications, and Computer (C4) Systems Support to Joint Operations
6-02	Joint Doctrine for Employment of Operational/Tactical Command, Control, and Communications Systems

WITHIN 12 MONTH ASSESSMENT WINDOW

PUB#	TITLE	PUB#	TITLE
2-01	Joint Intelligence Support to Military Operations	3-61	Doctrine for Public Affairs in Joint Operations
3-01.1	Aerospace Defense of North America	4-01	Joint Doctrine for the Defense Transportation System
3-01.5	Doctrine for Joint Theater Missile Defense	4-01.7	JTTP for Use of Intermodal Containers in Joint Operations
3-03	Doctrine for Joint Interdiction Operations	4-02.1	JTTP for Health Service Logistics Support in Joint Operations
3-07.5	JTTP for Noncombatant Evacuation Operations	4-02.2	JTTP for Patient Evacuation in Joint Operations
3-08	Interagency Coordination During Joint Operations		
3-54	Joint Doctrine for Operations Security		

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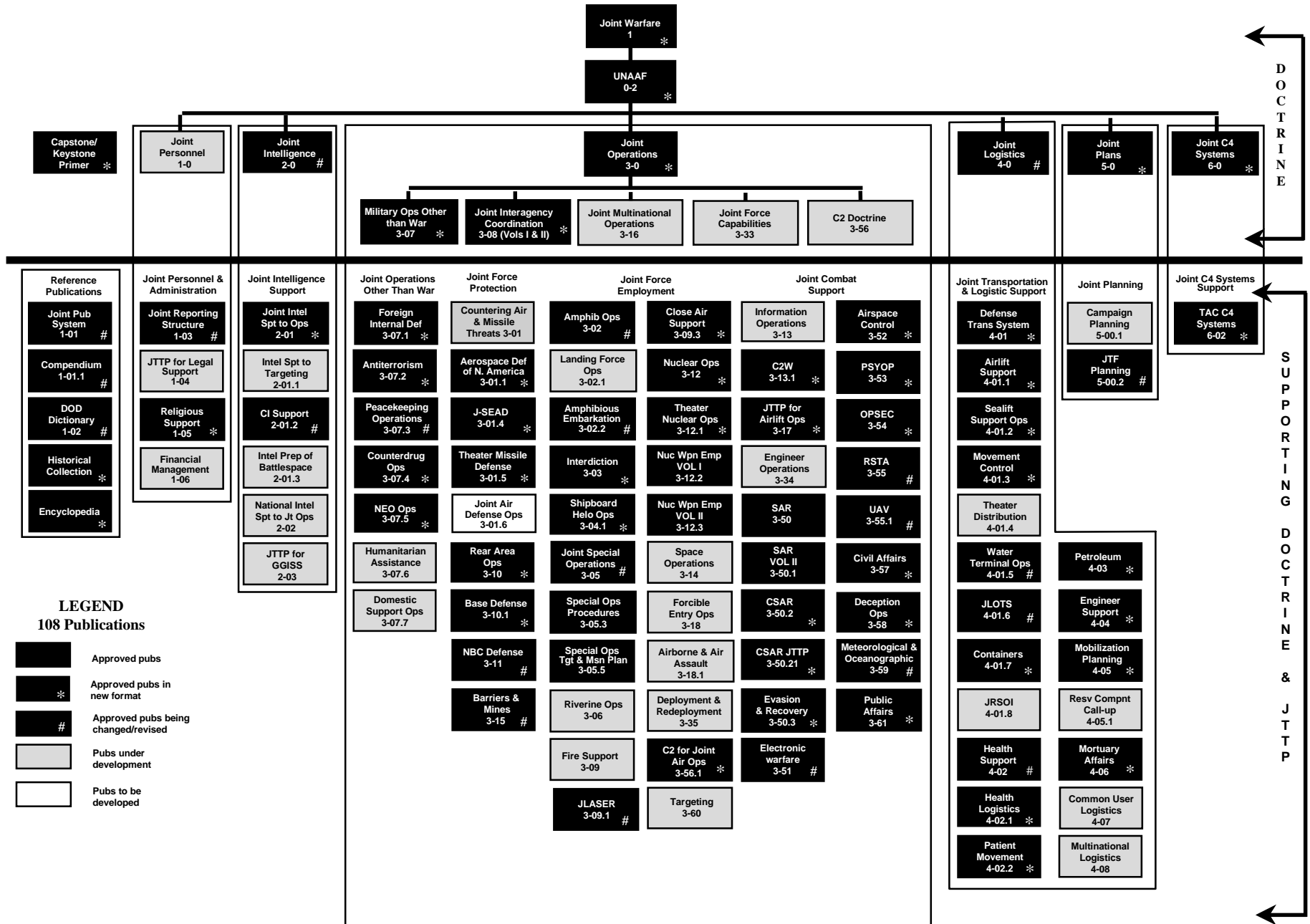


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JOINT DOCTRINE HIERARCHY

"As of 31 March 1998"



DOCTRINE ORGANIZATION UPDATES

JOINT STAFF, J-7, JOINT DOCTRINE DIVISION (JDD)

By COL Hank Hodge, USA, Division Chief

"We have found time and again that when we stand up Joint Task Forces on short notice and give them challenging missions, as we did in Operation JUST CAUSE in Panama or UPHOLD DEMOCRACY in Haiti, joint doctrine provides the glue that holds everything together."

General Henry H. Shelton,
Chairman of the Joint Chiefs of Staff

This quote captures the essence of joint doctrine in one sentence, and demonstrates the Chairman's continuing commitment to joint doctrine. Challenging joint doctrine projects have abounded during the Spring of 1998, which reflects both closure and startup on a number of assignments. We have made recent progress on several key publications, and will now focus on three more. Additionally, we initiated two projects in the information technology world which will ensure pertinent joint guidance is readily available to the warfighting community.

JOINT DOCTRINE NEWS

Publications of Interest. One of JDD's major projects has been to resolve the remaining issues associated with JP 3-09, "Joint Doctrine for Fire Support." This publication has been through the entire joint doctrine development process along with two briefings to the Services' Deputy Operations Deputies as well as one briefing to the Services Operations Deputies. The next step will be a briefing to the Chairman, Joint Chiefs of Staff for a final decision. This long and involved process proved again that joint doctrine is General and Flag Officer business. As the development of JP 3-09 comes to a close, JDD can turn its attention to JPs 3-01, "Joint Doctrine for Countering Air and Missile Threats," 3-16, "Joint Doctrine for Multinational Operations," and 3-56, "Command and Control Doctrine for Joint Operations." These three publications have the personal attention of the J-7 Director.

Information Technology. There have been two major inroads on the information technology front. First, in response to requests from the joint community, the

J-7/JDD and Information Management Division of the Joint Staff are working in conjunction with the Joint Warfighting Center (JWFC) to place all approved CJCS directives in the Joint Electronic Library, which is available through the World Wide Web (WWW) Joint Doctrine Home Page (<http://www.dtic.mil/doctrine>) and on CD-ROM. For security purposes, CJCS directives are being divided into two categories, unlimited and limited. Those in the unlimited category (UNCLASSIFIED with no security concerns), will be available on the WWW, Joint Staff and JWFC LANs, as well as the CD-ROM. Those in the limited category (documents with security concerns), will be available on the WWW, but only to organizations with ".gov" or ".mil" extensions on their Internet addresses. Approximately 40% of all approved CJCS directives have been added to the JEL on the WWW and project completion is expected by the end of FY 98. Once complete, updates will occur monthly. Second, in response to a significant number of user requests, JDD has placed the Joint Doctrine WWW site on the SIPRNET/GCCS at: <http://nmcc20a/users/dj9j7ead/doctrine/index.html>.

Joint Doctrine Electronic Information System. As announced in the last newsletter, we are pushing ahead on JDD's newest initiative—the Joint Doctrine Electronic Information System (JDEIS). This database system will link joint doctrine electronically to the Universal Joint Task List, appropriate CJCS instructions and manuals, lessons learned, historical papers, future concepts, and the DOD dictionary as well as other related material. Since JDEIS will be available to the entire military community on CD-ROM, the WWW, and other selected defense networks; JDD is working hard to complete the front-end analysis, which will precisely define the project's scope and reach. We expect completion of the analysis toward the end of this fiscal year.

JOINT VISION NEWS

"I want to ensure that we keep on the route to operationalizing JV 2010."

General Henry H. Shelton,
Chairman of the Joint Chiefs of Staff

CJCS Speech. On 23 February 1998, the Chairman spoke about *Joint Vision (JV 2010)* to over a 1000 people as part of the General Graves B. Erskine Distinguished Lecture Series at the Marine Corps University in Quantico, VA. It was a well received speech and his first public forum on *JV 2010* to a large audience, but more importantly, **it emphasized his commitment to making JV 2010 a reality.** For more about *JV 2010*, look for his "A Word from the Chairman" article in the Autumn 97-Winter 98 issue of Joint Forces Quarterly.

(Continued on next page)

21st Century Challenges, Desired Operational Capabilities (DOCs), and Other Milestones. We have come a long way in *JV 2010* concept development. The Integrated Coordinating Authority teams have continued developing the 21st century challenges (security concerns we will face in the future) and their associated DOCs (capabilities we want the joint force commander to have in 2010). The "challenges" are currently out for staffing with the combatant commands and Services and will be presented to senior leaders for approval by this printing. The DOCs should be completed by early Summer. The Joint Vision 2010 Implementation Master Plan is in draft coordination and should be published this Summer as well. Later this Fall, we will hold our first Information Superiority Experiments. The Joint Vision Team; consisting of the combatant commands, Services, agencies, Joint Staff, JWFC, and Office of the Secretary of Defense; is working diligently to operationalize *JV 2010*.

Congressional Testimony. The importance of *JV 2010* was recently demonstrated on Capitol Hill on 4 March 1998. VADM Blair, Director Joint Staff; LTG Buchholz, Director for Command, Control, Communications, and Computers; and Lt Gen Campbell, Director for Force Structure, Resources, and Assessment all testified before the Committee on Armed Services, Subcommittee on Airland Forces. Testifying before Senators Coats and Lieberman, the trio spoke for an hour and a half about the implementation of *JV 2010*; the importance of the co-evolution of doctrine, organization, training & education, materiel, leadership, and people; information as the key enabler; and aggressive joint experimentation to explore *JV 2010* concepts and capabilities. Admiral Blair testified, "We are headed in the right direction." Official transcripts are available as well as follow-on questions for the record.

JOINT AND ARMY DOCTRINE DIRECTORATE (JADD), US ARMY TRAINING AND DOCTRINE COMMAND (TRADOC)

By COL Michael L. Smith, USA, Director

JADD writes and reviews Joint and Army Doctrine per JP 1-01, "Joint Publication System, Joint Doctrine, and Joint Tactics, Techniques, and Procedures Development Program," and the TRADOC Doctrinal Literature Program. JADD continues to serve as the chair and host for TRADOC's Semiannual Army Doctrine Conference (SAADC) and as TRADOC's Executive Agent for interface with the Unified Commands, Air Land Sea Application (ALSA) Center, and the other Service doctrine centers and commands. The JADD Director is COL

Michael L. Smith. He can be reached at DSN 680-3153/3951 or e-mail: smithm@monroe.army.mil. Your questions or comments are truly welcome.

Army Doctrine XXI (AD XXI). JADD is pursuing a series of initiatives to develop and implement a doctrinal system tailored to meet the needs of the Army in the 21st Century. Overall, the AD XXI concept recognizes the increasingly joint, interagency, and multinational nature of military operations along with the need to exploit information technologies and automation to enhance effectiveness, improve efficiency, and reduce costs in the development, production, distribution, and use of Army doctrine.

- Specific proposals included in this concept were presented to the CG, TRADOC, in November 1997. The primary recommendation was to link Army doctrine to joint doctrine by revising the Army doctrine numbering system to conform with the joint doctrine system and redesigning the Army doctrine hierarchy in a fashion similar to the joint doctrine hierarchy. This proposal has been favorably reviewed by all TRADOC schools/centers and the field Army, however, it is undergoing additional study prior to a final decision.
- Since the November 1997 information briefing to the CG, TRADOC; JADD has refined the initiatives of AD XXI to include institutionalizing a Reserve Component Outreach Program. This initiative recognizes that future US military operations will draw extensively on the capabilities found in the US Army's reserve components (Army Reserves and National Guard). Moreover, there is a broadly accepted sensing that the myriad changes in US Army doctrine, AD XXI-related refinements, and several other factors require the active participation of and close coordination with the US Army's reserve components. Hence, the purpose of this program is to expand the current role of the US Army's reserve component in Army doctrine development.

JV 2010. JADD remains engaged in implementation of *JV 2010* by coordinating with HQ TRADOC's Deputy Chief of Staff for Combat Developments and the Department of the Army. This effort includes participation in workgroups, formulating comments and recommendations for developing desired operational capabilities, and development of departmental input to the *JV 2010* Implementation Plan. Our point of contact is Mr. Richard Rinaldo at DSN 680-2965 or e-mail: rinaldor@monroe.army.mil.

The JADD Quarterly Project Update Program conferences are conducted to update the Tidewater joint doctrine community, allied liaison officers, and defense contractors on projects and actions of general interest being worked by JADD and serve as a forum for discussing key doctrinal issues. This series of conferences has been highly informative and well attended. During 1997, JADD began hosting the SAADC. Attendees included many of the same people normally attending the Quarterly Project Update Program Conferences. Therefore, in 1998 there will be just two update conferences conducted on 6 March and 14 August 1998. They will alternate with the SAADCs. This will provide more efficient use of resources with less impact on invitees' time. Our POC is LTC Gregory at DSN 680-3454 or e-mail: *gregoryr@monroe.army.mil*.

KEY PUBLICATIONS /PROJECTS UPDATES

JP 3-07.3, "JTTP for Peace Operations," expands the previously approved JP 3-07.3, "JTTP for Peacekeeping Operations," to include peace enforcement. The preliminary coordination (PC) version is posted in the "Draft Pubs" section of the Joint Doctrine World Wide Web (WWW) site beginning at *http://www.dtic.mil/doctrine*. Our POC is Mr. Rinaldo at DSN 680-2965 or e-mail: *rinaldor@monroe.army.mil*.

JP 3-07.6, "JTTP for Foreign Humanitarian Assistance," describes the interfaces and coordination required between the joint task force and other governmental agencies, nongovernmental organizations, private voluntary organizations, and international organizations likely to be participating in humanitarian assistance. Consequence management also was incorporated. It is in final coordination (FC) and the latest version may be found in the "Draft Pubs" section of the Joint Doctrine WWW site. Our POC is LTC Wallace at DSN 680-3892 or e-mail: *wallaces@monroe.army.mil*.

JP 3-07.7, "JTTP for Domestic Support Operations," will be used by joint forces conducting domestic support within the continental US, Alaska and Hawaii, and US territories and possessions. It applies to major categories of military support to civil authorities and law enforcement agencies. The PC version may be found in the "Draft Pubs" section of the Joint Doctrine WWW site. Our POC is Mr. Rinaldo at DSN 680-2965 or e-mail: *rinaldor@monroe.army.mil*.

JP 3-09, "Doctrine for Joint Fire Support," clarifies the command relationships and responsibilities required for providing fires that assist land and amphibious forces to maneuver and control territory, populations, and key waters. Included are discussions on the fire support

coordination line, joint targeting coordination board, and relationships between air, land, and sea components. The publication has been through several FC drafts and high-level coordination sessions. Currently, the Joint Staff is attempting to resolve differences between the Army and the Air Force. Our POC is LTC Floyd at 680-2778 e-mail: *floydb@monroe.army.mil*.

JP 3-09.1, "JTTP for Laser Target Designation Operations," provides planners and users with information on laser designators, acquisition devices, and laser-guided munitions. It describes laser planning and coordination procedures and laser system capabilities and operations. The publication also provides guidance regarding safety considerations, general information on laser codes, and reference information. The PC version is scheduled for release during the 3rd Quarter of FY 98. Our POC is LTC Floyd at DSN 680-2778 or e-mail: *floydb@monroe.army.mil*.

JP 3-15, "Joint Doctrine for Barriers, Obstacles, and Mine Warfare," provides guidelines for planning and using barriers, obstacles, and mines as part of theater strategy, campaigns, and joint operations during peacetime or combat operations. It describes command and control, employment, and countering enemy employment of barriers, obstacles, and mines. FC staffing has been completed and based upon the results, another FC version is anticipated and should be out for staffing as of this printing. Our POC is LTC Hultman at DSN 680-3658 or e-mail: *hultmanj@monroe.army.mil*.

JP 3-16, "Joint Doctrine for Multinational Operations," provides guidance and principles for the Armed Forces of the United States when they operate as part of a multinational force. It describes joint organizational structures essential to coordinate land, maritime, air, space, and special operations in a multinational environment. It addresses operational areas the commander and staff should consider during the planning and execution of multinational operations. A review of the FC version was completed in January 1998. Our POC is LTC Hultman at DSN 680-3658 or e-mail: *hultmanj@monroe.army.mil*.

JP 3-18, "Joint Doctrine for Forcible Entry Operations," addresses principles associated with command and control, planning, execution, and support, as well as the interface between airborne, special operations, and amphibious forces. A revision of the proposed final publication (based upon Joint Staff comments) has been done by ALSA. The completed revision was submitted to the Department of the Army in July 1996. The Joint Staff is currently reviewing the publication. Our POC is LTC Wallace at DSN 680-3892 or e-mail: *wallaces@monroe.army.mil*.

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JP 3-18.1, "Joint Airborne and Air Assault Operations," integrates Service doctrine into a single source publication that addresses command and control, planning, execution, and support requirements involving airborne and air assault operations. The FC version is currently on hold pending a decision on the USTRANSCOM proposal to combine it with JPs' 3-17, "JTTP for Theater Airlift Operations," and 4-01.1, "JTTP for Airlift Support to Joint Operations," which will be briefed during the April 1998 Joint doctrine Working Party (JDWP). Our POC is LTC Watkins at DSN 680-4134 or e-mail: watkinsd@monroe.army.mil.

JP 3-34, "Engineer Doctrine for Joint Operations," incorporates joint and Service doctrine into a single-source publication that provides the guidance and procedures necessary to plan, coordinate, and conduct timely and tailored joint engineer operations across the range of military operations. The first draft was distributed for worldwide review on 24 November 1997. The second draft is scheduled for distribution on 24 April 1998. Our POC is LTC Wallace at DSN 680-3892 or e-mail: wallaces@monroe.army.mil.

JP 3-56, "Command and Control Doctrine for Joint Operations," provides overarching guidance on the application of command and control principles in joint operations. This will include information management processes, systems support, and organizational principles. It was assigned to HQ TRADOC for rewrite on 26 January 1996. The draft has been developed through a process of literature research, interviews with flag-level joint staff officers, and collaboration with an expert writing team from the Armed Forces Staff College. The second draft has been reviewed and is currently being revised to reflect recommended changes. A formal work group will resolve any remaining issues prior to submission to the lead agent. Our POC is LTC Gregory at DSN 680-3454 or e-mail: gregoryr@monroe.army.mil.

JP 3-60, "Doctrine for Joint Targeting," provides guidance for joint targeting across the range of military operations including TTP for selection, coordination, deconfliction, and synchronizing the attack of time-sensitive targets. The Air Force Doctrine Center is currently developing the second draft. Our POC is LTC Floyd at DSN 680-2778 or e-mail: floyddb@monroe.army.mil.

JP 4-01.4, "JTTP for Theater Distribution," provides the joint force commander, component commanders, and their staffs with current JTTP for theater distribution. CASCOT completed the first draft in August 1997. Final approval is planned for October 1998. Our

POC is Mr. Wightman at DSN 680-3089 or e-mail: wightmar@monroe.army.mil.

JP 4-01.8, "JTTP for Reception, Staging, Onward Movement, and Integration," describes RSOI at the supported combatant command level using six major functions—command and control, communications, force protection, transportation, supply and services, and host nation support. The first draft was distributed in April 1997 and reviewed during the 17-20 November 1997 Joint Doctrine Synchronization Working Group Meeting. It is scheduled for final approval during the 3rd Quarter of FY 98. Our POC is Mr. Wightman at DSN 680-3089 or e-mail: wightmar@monroe.army.mil.

JP 4-07, "JTTP for Common User Logistics During Joint Operations," will standardize guidance across logistics functional areas and provide a single source for conducting common user logistics within a theater and while using a joint task force. The program directive for this publication was approved on 16 June 1997. It is scheduled for final approval during the 1st Quarter of FY 00. Our POC is Mr. Wightman at DSN 680-3089 or e-mail: wightman@monroe.army.mil.

JP 5-00.1, "Doctrine for Campaign Planning," expands the guidance found in JP 3-0, "Doctrine for Joint Operations," and JP 5-0, "Doctrine for Planning Joint Operations," and focuses on the application of operational art, elements of design, and the integration of strategic and operational functions. It is currently undergoing revisions directed by the Joint Staff intended to clarify introductory principles, more closely integrate the elements of design with the campaign model, and expand the discussion of subordinate campaign planning. Our POC is LTC Gregory at DSN 680-3454 or e-mail: gregoryr@monroe.army.mil.

NAVAL DOCTRINE COMMAND (NDC)

By CAPT Conrad Plyler, USN, N3

Joint Logistics Doctrine. One of the major events of the Fall was participation in Naval Logistics 2007, a logistics wargame held 6-9 October 1997 at the Naval War College. This fourth biennial wargame analyzed the doctrine, organization, and execution of naval and selected joint logistics capabilities in support of operating forces over a range of military operations which included peacetime forward presence, humanitarian assistance, crisis response, and regional contingencies. One of the major issues was the lack of joint theater logistics command and control (C2) doctrine. A collective Navy and Marine Corps position was developed which provided three theater logistics C2 options for the joint force commander to use

depending on the circumstances/contingency. The OPNAV and HQMC (I&L) staffs will be forwarding this collective Naval Services position to the J-4, Joint Staff for use in the development of new joint logistics C2 doctrine. The Naval Services position also will be incorporated in the next revision to NDP 4, "Naval Logistics."

Our Logistics Branch has continued to concentrate on the development of joint logistics doctrine, and participated in the J-4, Joint Staff's Joint Doctrine Synchronization Working Group at Ft. Eustis, VA from 17 to 21 November 1997. The meeting covered three of the major joint publications which are in development; JPs 3-35, "Joint Deployment and Redeployment Doctrine," JP 4-01.4, "JTTP for Theater Distribution," and JP 4-01.8, "JTTP for Reception, Staging, Onward Movement, and Integration," and attempted to reduce redundancy, synchronize content, and better satisfy the needs of the joint community. Additionally, the Logistics Branch attended process mapping meetings for JRSOI hosted by the 8th US Army in Korea, USEUCOM in Germany, and USCENTCOM in Tampa, FL. These meetings are being used to verify joint and Service RSOI process maps and narratives, which will be included as appendices in JP 4-01.8, "JTTP for Reception, Staging, Onward Movement, and Integration."

The following logistics Naval Warfare Publications (NWP) were approved and/or distributed over the past several months:

- NWP 4-01, "Naval Transportation," distributed June 1997.
- NWP 4-02.5, "USMC Health Service Operations," approved December 1997.
- NWP 4-04, "Naval Civil Engineer Operations," distributed November 1997.
- NWP 4-04.1, "Seabee Operations in the MAGTF," approved June 1997.
- NWP 4-08, "Naval Supply Operations," distributed September 1997.
- NWP 4-09, Chapter 7, "Mortuary Affairs," approved November 1997.
- NWP 4-09, Chapter 8, "Billeting," approved January 1998.

Our POC is CAPT Bill Schmidt/N34 at DSN 565-0565 or e-mail: wschmidt@ndc.navy.mil.

HEADQUARTERS, AIR FORCE DOCTRINE CENTER (HQ AFDC)

*By Col Robert D. Coffman, USAF, Director,
Joint Integration*

HQ AFDC hosted the annual Air & Space Power Symposium at Maxwell AFB from 2 to 3 March 1998. This year's symposium explored the theme "the use of airpower as the decisive force in military operations." The featured speakers included: Dr. Hallion, USAF Historian; Gen Horner, USAF (ret); LtGen VanRiper, USMC (ret); LtGen Rhodes, USMC; Maj Gen Link, USAF (ret); RADM Moore, USN; BG St. Onge, USA; and Brig Gen (s) Deptula, USAF. There were also presentations by representatives from the Royal Air Force, Royal Australian Air Force, and German Air Force.

Air Force Doctrine Document (AFDD) 1, "Air Force Basic Doctrine," was approved by the Air Force Chief of Staff, Gen Michael E. Ryan, and published in September 1997. This publication replaces Air Force Manual 1-1, and is a welcome update of basic air and space power doctrine.

AFDD 2, "Global Engagement: Air & Space Power Organization and Employment," is in the final coordination/approval stage, and will be published soon. This publication describes how the Air Force organizes and employs throughout the spectrum of conflict. It is the capstone document of the operational doctrine series for preparing and employing air and space power.

Published AFDDs may be accessed on the AFDC Web Site, at <http://www.hqafdc.maxwell.af.mil>, or <http://www.usafdoctrine.maxwell.af.mil>.

JOINT PUBLICATIONS UPDATES

The proposed final draft of **JP 3-59, "JTTP for Meteorological and Oceanographic Operations,"** was sent to JDD, J-7, Joint Staff in February 1998. It prescribes doctrine and JTTP for the operations and training of meteorological and oceanographic (METOC) forces. It explains METOC contributions to the joint force, and the principles of METOC operations. The publication was developed by Headquarters USAF Directorate of Weather, Policy Division. Expect to see the preliminary coordination version for comment soon.

The first draft for **JP 3-60, "Doctrine for Joint Targeting,"** was reviewed by the Coordinating Review Authorities and final comments arrived in December 1997. This publication provides guidance for joint targeting across the range of military operations, and

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includes JTTP-level guidance for coordinating, deconflicting, and synchronizing the attack of time-sensitive targets, both mobile and fixed. It does not address targeting considerations for nuclear weapons. Many comments addressed chain-of-command and scope of authority issues, especially when dealing with time-sensitive targets. Expect a joint working group to be convened to prepare a second draft.

MARINE CORPS COMBAT DEVELOPMENT COMMAND (MCCDC), JOINT DOCTRINE BRANCH

By Col R.K. Dobson, Jr., USMC, Director

Headquarters Marine Corps and MCCDC are involved in an effort to increase distribution efficiency for joint and multi-Service publications. Units on joint publication distribution can assist this effort by ensuring their address in the Marine Corps Publication Distribution System (MCPDS) is current. All Marine Corps units with an Individual Activity Code (IAC) order publications electronically through the MCPDS. MCPDS is the same system which units use to order USMC doctrinal publications, bulletins, orders, NAVMC's, Army TM's, etc. Within the Marine Corps, new joint and multi-Service publications are initially distributed (depending on publication content) down to the battalion and squadron level. Joint publications are shipped directly from the printer to distribution list addresses. Multi-Service publications are sent from the printer to Marine Corps Logistics Base (MCLB) Albany, GA and then shipped to distribution list addresses. Limited quantities of joint and multi-Service publications also are stocked at MCLB Albany, GA. These publications are ordered using a publication control number (PCN), obtained from Marine Corps Bulletin 5600, "Marine Corps Doctrinal Publications Status," which lists joint and multi-Service publications along with all Marine Corps doctrinal publications.

Other applicable Marine Corps directives which address joint and multi-Service publications are Marine Corps Order (MCO) 5600.48A, "USMC Procedures for the Participation in Development of Joint Doctrine, Joint Tactics, Techniques, and Procedures, and Multi-Service Publications," MCO P3900.15, "Marine Corps Combat Development Process," and MCO 5600.49, "Marine Corps Doctrinal Propensity."

For information on MCPDS; IAC's; items not stocked at MCLB Albany, GA; and freedom of information requests; contact CMC Code AREB, DSN 224-2951/Comm (703) 614-2951. For information on initial distribution, publication status, and assistance in the joint and multi-Service publication process; contact Joint

Doctrine Branch, Doctrine Division, MCCDC at DSN 278-3608/9, Comm (703) 784-3608/9 or Marine Corps University Publications at DSN 278-2173, Comm (703) 784-2173. For information concerning MCLB Albany, GA; contact item managers at DSN 567-5818/9 or Comm (912) 439-5818/9.

AIR LAND SEA APPLICATION (ALSA) CENTER

By COL Bristol Williams, USA, Director

The ALSA Center continues to produce relevant multiservice tactics, techniques, and procedures (MTTP) publications in support of the warfighter's identified needs. Our newly renovated building has been used for working groups on a broad range of topics from theater missile defense to information management at the joint task force (JTF) level. As always, these working groups were composed of talented people from each of the Services who can best address the topic at hand. The composition of these working groups is key to the ALSA publication process and we solicit your continued support in getting the correct people to attend. Scheduled working groups for the near future include survival techniques, TADIL-J/LINK 16 procedures, and SEAD. If you have interest/expertise in these topics, contact us at DSN 574-5934. The following is an update of recently completed and developing ALSA projects:

MTTP for Bomber-Maritime Operations addresses the integration of USAF bombers (B-52, B-1, and B-2) with naval maritime forces. It "arms" bomber strike mission participants with a comprehensive knowledge of naval maritime procedures, discusses planning procedures, and highlights key tactical considerations for weapon system integration. The classification will be SECRET. We have hosted two joint working groups for this project and are preparing a draft for final coordination.

Multiservice Procedures for Joint Air Attack Team Operations (JAAT) (FM 90-21, MCRP 3-23A, AFTTP(I) 3-2.10) is a revision of ALSA's 1991 JAAT publication. It describes the capabilities and responsibilities of JAAT members and command responsibilities associated with planning, organizing, and executing multiservice JAAT operations along with standardized briefing guides. The publication is approved and can be ordered via Service publication channels.

Multiservice Procedures for Joint Air Traffic Control (JATC) Operations will provide MTTP for initial, transition, and sustained JATC operations. It will outline methods of integrating JATC forces and equipment and will address air traffic control doctrine, forces, capabilities, and equipment. We are compiling comments

from the final coordination draft and expects to receive command approval in July 1998.

Multiservice Procedures for the Joint Application of Firepower (J-FIRE) (FM 90-20, MCRP 3-16.8B, NWP 3-09.2, AFTTP(I) 3-2.6) is a revision of the pocket-sized, quick-reference fire support request guide. It contains calls for fire, joint air strike requests and a close air support "9-line" brief formats, applicable NATO formats, communications net structures, and weapons data. Primary users are members of battalion/squadron-level combat units such as tactical air control parties (TACPs), fire support teams (FISTs), and forward observers (FOs). It is available via Service publication distribution channels.

JTF Headquarters Information Management will provide an information management architecture to efficiently distribute, control, and protect information within the JTF headquarters. It will provide techniques for filtering, fusing, and prioritizing information. We are compiling comments from the final coordination draft and expect to receive command approval in August 1998.

JTF Liaison Handbook—MTTP for Liaison Operations will provide the Services with a single, consolidated reference outlining liaison functions and responsibilities, specific liaison duties, expectations, and command relationships. It will delineate the normal responsibilities of gaining and sending commands. The signature draft has been forwarded for command approval, which is expected by this printing.

MTTP for Joint Threat Missile Target Development (JTMTD) will address JTMTD during early entry and in a mature theater of operations to guide JTF and component commanders and their staffs in developing a cohesive approach to attack operations against TM forces. It will provide a common understanding of the TM target system and information on the component elements involved in target development. It will focus on an intelligence preparation of the battlespace methodology as it applies to TMs, collection management, and target development to include sensor employment considerations. The first draft is out for comment.

MTTP for the Tactical Employment of Nonlethal Weapons (NLW) will discuss the mission of NLW; threats NLW are designed to counter; system descriptions, vulnerabilities, and interoperability; personnel, safety, and training requirements; and operational employment. It will specifically address currently fielded commercial and government off-the-shelf NLW. The signature draft has been forwarded for command approval.

MTTP for Army and USMC Forces Conducting Night and Adverse Weather Operations is a revision of ALSA's 1991 publication and is applicable across the full

range of military operations. It describes Army and Marine Corps night and limited visibility operations at the tactical level, environmental and planning factors, and night capabilities embedded in Marine and Army organizations to enable planning integrated operations. The appendices update descriptions and illustrations of current night equipment and systems capabilities. The signature draft has been forwarded for command approval.

Handbook for the Rapid Reprogramming of Target Sensing Systems (TSS) (FM 34-72, MCRP 3-36.1B, NWP 3-13.1.15, AFTTP(I) 3-2.7) focuses on Service organizations and procedures for TSS reprogramming in joint command and control warfare operations. TSS are those smart weapons, sensors, processors, and aircraft survivability equipment that rely on threat signatures for targeting, recognition, identification, warning, and/or countermeasure activation. The handbook is designed to expedite the data flow among components to facilitate a coordinated reprogramming effort within a JTF. It is available through Service distribution systems.

Multiservice Procedures for Theater Air-Ground System (TAGS) (FM 100-103-2, MCWP 3-25.2, NWP 3-56.2, AFTTP(I) 3-2.17) is a revision of the 1994 version and provides a single-source document describing component air-ground systems and procedures. It is written for air-ground practitioners at all levels down to Air Force wing, Army battalion, naval expeditionary force, and Marine air-ground task force. It is available through Service distribution systems.

Handbook for Survival, Evasion, and Recovery (SERE) will be a consolidated quick-reference guide printed on weatherproof stock and pocket-sized for portability. It will include basic survival information on sustenance, personal protection and hygiene, medical care, movement techniques, navigation, evading the enemy, signaling, recovery operations, and induced conditions (nuclear, biological, and chemical). The first joint working group was planned for April 1998 and we are preparing a draft to staff for comment.

Many of our publications are available from our Home Page at: <http://www.dtic.mil/alsa>. In addition to MTTP publications, ALSA prepares and distributes The Air Land Sea Bulletin, also available from our Home Page. It comes out three times a year and normally contains articles of joint interest submitted to us from throughout the Armed Forces. Consistent with the focus of ALSA's MTTPs, it addresses procedures or techniques that are in use in the field or fleet. ALSA accepts articles throughout the year and welcomes any that discuss a joint topic or experience which should be shared. Please e-mail your ideas to alsaeditor@langley.af.mil.

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JOINT SPECIAL OPERATIONS FORCES INSTITUTE (JSOFI) DOCTRINE DIRECTORATE

By LTC Pete Stuart, USA, Director

JSOFI's Joint Doctrine Directorate (SOFI-D) located at Fort Bragg, NC has accomplished several important initiatives in the last six months. As USSOCOM's primary or coordinating review authority for joint doctrine and JTTP development, JSOFI continues to promote the integration of special operations into joint and Service doctrine and training publications. In addition to the normal management of joint publication reviews and assessments, JSOFI promoted several doctrine initiatives of importance to both USSOCOM and the rest of the joint community.

JP 3-05, "Doctrine for Joint Special Operations," is the CAPSTONE-level publication for the special operations community. It has undergone its final coordination review under the sponsorship of the J-3/ Special Operations Division (J3/SOD), Joint Staff. SOFI-D is assisting J-3/SOD in preparing the publication for submission and approval.

SOFI-D has submitted a formal proposal to the J-7, Joint Staff which recommends revising and consolidating JPs 3-05.3, "Joint Special Operations Operational Procedures" and 3-05.5, "Joint Special Operations Targeting and Mission Planning Procedures" into a single publication, JP 3-05.1, "JTTP for Joint Special Operations Task Force (JSOTF) Operations." This publication will address all aspects of JSOTF operations to include integration of special operations forces (SOF) capabilities into the joint campaign, and coordination and deconfliction of SOF operations with other elements of the joint force. USSOCOM is prepared to serve as the lead agent (LA) for development of this vital publication.

JP 3-57, "Doctrine for Joint Civil-Military Operations (CMO)." The J-7, Joint Staff has released, for review, a program directive (PD) outlining the development of a new publication to replace JP 3-57, "Doctrine for Joint Civil Affairs." It will focus on the broader area of CMO rather than strictly civil affairs. USSOCOM is identified in the PD as the LA responsible for development of this new publication.

The Chairman of the Joint Chiefs of Staff (CJCS) directed the Commander in Chief, USSOCOM to develop a JSOTF Master Training Guide (MTG) and supporting Joint Program of Instruction (JPOI)—the requirement was passed to JSOFI for action. The JSOTF MTG is one in a series of MTGs being developed to support the Joint

Task Force MTG, which was developed by USACOM. Additionally, MTGs to support CMO and Psychological Operations (PSYOP) are being developed by JSOFI. These MTGs will serve as CJCS approved, single-source reference documents defining tasks, conditions, and standards to support the training and operations of all such organizations. The supporting JPOIs will serve as training vehicles for individual and collective training of the staffs of these organizations. These three significant actions, when completed, will greatly enhance the individual professionalism of the particular task force, serve to assess the performance of individuals and staffs, provide feed back through an After Action Review process, and identify areas to focus on in future training events. The cumulative effect will be the enhancement of SOF combat readiness and proficiency. The JSOTF MTG is in final coordination and is expected to be distributed by late Spring 1998. The joint PSYOP and CMO task forces' MTGs are due out around December 1998. They will be distributed in CD-ROM format and available on the Internet.

Currently SOFI-D has five members: LTC Pete Stuart, CDR Bill Dempsey, Mr. Jim White, SFC Gil Johansen, and YN1 Dave Hines. We can be reached at DSN: 239-5361/4509, Comm (910) 432-XXXX, FAX DSN: 239-5467/3502, or FAX COMM (910) 432-XXXX.

USTRANSCOM PLANS & POLICY DIRECTORATE

By Lt Col Dana Willis, USAF, Doctrine Team

During the last six months, USTRANSCOM has actively engaged in following doctrine initiatives:

- Production of the first draft of JP 3-35, "Joint Deployment and Redeployment Doctrine."
- The early revision of JP 4-01.5, "JTTP for Water Terminal Operations."
- Inclusion of the "single port manager (SPM)" concept in joint doctrine.
- The consolidation/update of JPs 3-17, "JTTP for Theater Airlift;" 4-01.1, "JTTP for Airlift Support to Joint Operations;" and 3-18.1, "JTTP for Airborne and Air Assault Operations."

After being refined during a July 1997 Deployment Improvement Conference and a November 1997 Synchronization Conference, the first draft of JP 3-35, "Joint Deployment and Redeployment Doctrine," was staffed to the joint doctrine community on 5 January 1998 with a 10 April 1998 suspense. The improvements from the conferences greatly enhanced the quality of the first draft.

The early revision of JP 4-01.5, "JTTP for Water Terminal Operations," is on track. Comments from the revision draft were received the first week of February 1998 and indicate a need to expand the guidance and information on air terminal operations, port support services, C4 systems, and port security. A proposal to this effect will be presented at the April 1998 Joint Doctrine Working Party (JDWP). The comments received from the field will be included in the preliminary coordination version submitted to J-7, Joint Staff for staffing. SPM concepts also will be included, which provided the principal motivation for an early revision.

The SPM concept has reached several milestones and levels of understanding. The concept is currently addressed in JPs 4-01, "Joint Doctrine for the Defense Transportation System;" 4-01.2, "JTTP for Sealift Support to Joint Operations;" and 4-01.7, "JTTP for Use of Intermodal Containers." It is included in all eight Command Arrangement Agreements USTRANSCOM has with other unified commanders. The SPM concept will be included in the following joint publications as they are revised: JPs 4-0, "Doctrine for Logistic Support of Joint Operations;" "4-01.3, JTTP for Movement Control;" "4-01.5, JTTP for Water Terminal Operations;" 4-01.6, "JTTP for Joint Logistics Over the Shore;" and 4-01.8, "JTTP for Reception, Staging, Onward Movement, and Integration." Regarding the management and operation of common-user seaports, the SPM concept defines how USCINCTrans' charter and responsibilities as the DOD manager for common-user transportation will be accomplished.

The consolidation/update proposal for JP 3-17, "JTTP for Theater Airlift," has been well received. Verbal, message, and working group feedback has been positive. The proposal consolidates the three publications listed above, updates command and control of airlift doctrine, and expands air refueling doctrine. The publication will be retitled: "Joint Air Mobility Operations." Lead Agent status will be discussed at the April 1998 JDWP.



JOINT PUBLICATION USER FEEDBACK

Everyone has the opportunity to make recommendations to improve JPs. Each JP solicits user comments. Comments received by the joint community will be included in the final publication assessment report prepared by JWFC. All are strongly encouraged to use this means to help make joint doctrine the best warfighting guidance available. Contact any of our officers through the e-mail, phone, or fax numbers provided on page 18.

ELECTRONIC JOINT DOCTRINE CONTINUES TO IMPROVE

By CDR Bryon Ing, USCG, J-7, Joint Doctrine Division

A cooperative effort by the Joint Staff directorates, combatant commands, the Services and other agencies to update and modernize joint doctrine is on track and providing amazing new capabilities. The long evolution from black and white paper documents to today's glossy color handbooks is now extending to a variety of electronic mediums.

The original and most familiar electronic product is the Joint Electronic Library or JEL. The JEL now includes joint publications, Joint Vision 2010 documents, Service doctrine/visions, research papers, the DOD Dictionary and Encyclopedia, and Chairman of the Joint Chiefs of Staff instructions and manuals. It also has information about the doctrine development process and modules on nine warfighting topics to help users better understand joint doctrine and provide ready-made briefing materials. The JEL is updated regularly and issued on CD-ROM twice a year. The CD is especially helpful when traveling or when Internet connections are not available, however, it provides a built-in link to the joint doctrine Home Page when a connection is available.

Three Internet sites now provide easy JEL access:

- The Chairman's joint doctrine Home Page at <http://www.dtic.mil/doctrine> can be reached from the Joint Staff's unclassified network, JSUNet, and work/home PCs. It is updated weekly and enables the user to download doctrine publications. Draft publications are also accessible with the proper user ID and password. NOTE: Draft doctrine should not be referenced as an authoritative source. Recently, select Chairman of the Joint Chiefs of Staff instructions and manuals were made available for ".mil" users.
- The Joint Warfighting Center's Electronic Library at <http://www.jwfc.js.mil/PAGES/jel1.htm> currently contains two databases, one for peace operations and one for futures concept development. It also contains a link to the Chairman's joint doctrine Home Page.
- A joint doctrine site also has been established on the Global Command and Control System at <http://nmcc20a/users/dj9j7ead/doctrine/index.html> on the Joint Staff's J-7 Home Page. Continuing improvements soon will allow the Joint Staff to access it through the SECRET Internet Protocol Router Network, or SIPRNET, on desktop Joint Staff Area Network (JSAN) terminals.

Another avenue for the Joint Staff is the Intranet Home Page on JSAN terminals, which features a JEL CD-ROM that is updated monthly. Its purpose is to provide all Joint Staff users with an easy link to doctrine from their desk terminals. For access: Open the Intranet Home Page, click on the "J-7" icon, and select the "Joint Electronic Library" icon.

The J-7 Joint Doctrine Division welcomes your feedback and recommendations. Please call us at DSN 697-3130.

THE JOINT DEPLOYMENT TRAINING CENTER: IMPROVING JOINT DEPLOYMENT TRAINING

by the USTRANSCOM Strategic Planning Team

In support of the national security strategy, the Defense Transportation System (DTS) continually refines the capability to deploy to two nearly simultaneous major theater wars. USTRANSCOM, the single manager of the DTS in both peace and war, has aggressively added to the nation's deployment effectiveness with the acquisition of the C-17 and Large Medium Speed Roll-on/Roll-off (LMSR) vessels, and continues to develop command and control with the Global Transportation Network. Unfortunately, the efficiency of the deployment process, and the training of the people responsible for it, have received far less attention. This article describes one of DOD's latest efforts to address and improve the joint deployment process. A new organization, the Joint Deployment Training Center (JDTC), stood up at Ft. Eustis, VA on 1 December 1997 and will function as a center of excellence for joint deployment training. This article begins by addressing the need for a JDTC and examines the historical evolution of the organization. After reviewing the structure and mission of the JDTC, it concludes with a preview of what the defense transportation community can expect from the new school.

THE NEED FOR UNDERSTANDING

Joint deployments historically have been effective, but not efficient. A review of recent joint deployments reveals the following inefficiencies:

- The late cancellation of a request to airlift a crane was not reflected in the time-phased force and deployment data (TPFDD). The oversight was a result of operator inexperience, and a general lack of appreciation for the importance of an updated TPFDD. The cost of an extra C-17 mission was \$32,000.
- A validated requirement for sealift calls for the movement of 209,000 square feet of cargo. After loading, the ship sails with only 97,000 square feet. The difference was traced to using TPFDD data that was not updated, and then inappropriately validated.
- Six commercial airlift missions were cancelled when previously validated requirements are found to be invalid. The missions were valued at \$1.5 million.

Similar examples from other deployments and exercises could be cited. Although the movements were eventually executed, they had to overcome inaccurate unit movement data, requirements validation problems, false expectations, and a general lack of understanding of the joint deployment process. In short, experience shows that joint deployments are not as efficient, in terms of both time and resources, as they could be. Moreover, many of the problems which surface during the initial stages of a deployment can be avoided with a better understanding of the deployment process. The JDTC seeks to build this common knowledge base by providing the joint doctrine and standardized training curriculum necessary for successful deployments.

AN ORGANIZATION DESIGNED BY AND FOR ITS USERS

The idea of a JDTC was in response to the specific needs of DTS customers. In February 1995, USTRANSCOM directed that the BDM Enterprise Integration Team meet with the primary users of the DTS to identify their requirements, training capabilities, and educational and training shortfalls. The team conducted on-site interviews and surveys of more than 43 organizations ranging from the Joint Staff, combatant commands, Services, and field units. In addition, BDM reviewed over 350 Joint Universal Lessons Learned System (JULLS) inputs for systemic deployment problems. After identifying the deployment training needs for each organization, they summarized the data into an overall user needs profile. The analysis revealed several common problems. First, the state of deployment training varied considerably from unit to unit and was heavily dependent on the personal capabilities of the instructor. In addition, there was a need to move away from the prevalent on-the-job training (OJT) method of instruction toward a standardized joint course of instruction. As a solution, the DTS customer asked for:

- **An action officer course for transporters in the field.** The course would target those organizations with limited manning, training quotas or funding.
- **Improved executive level deployment education.** An expanded understanding of the deployment process would enable senior leadership to make better decisions, and understand the long-term impact of those decisions.

- **Increased instruction and standardization of joint training.** According to JULIs data, the lack of understanding the deployment process is the second greatest contributing factor to deployment problems.
- **Improved understanding of deployment command arrangements.** Respondents wanted a better grasp of the systemic interrelationships between all elements involved in a deployment.

JDTC: A CENTER OF EXCELLENCE FOR DEPLOYMENT

With the needs of the user in mind, the JDTC began to take shape. In crafting the mission statement, developers aimed for an organization that would bridge the gap between Service-unique training, and close the seams in the joint deployment process by integrating a common core of deployment procedures. Reflecting this vision, the mission statement of the JDTC is:

To develop and provide standardized joint deployment and common transportation doctrine, core curriculum, education, and training for all of the Department of Defense (DOD) to ensure effective and efficient joint deployment and transportation support to the warfighting CINCs.

With the mission defined, the USTRANSCOM turned its attention to JDTC's organizational structure. BDM and USTRANSCOM planners explored a variety of structures, ranging from a 250 person transportation university format down to a recommending committee of just a few individuals. To maximize both cost and manpower effectiveness, planners eventually decided to employ a consortium concept along the lines of the Defense Acquisition University. The consortium structure provides a flexible, multi-Service organization capable of developing joint transportation doctrine and standardizing deployment courseware. When fully operational, the JDTC will have a staff of ten military members, one civilian, and up to twenty contractors.

USTRANSCOM is the executive agent of the JDTC, leveraging its functional expertise to provide oversight, policy direction, and operational guidance. An Executive Advisory Board, with representation from the Joint Staff, Services, USTRANSCOM, and combatant commands serves as a board of directors. The advisory board will periodically convene to monitor the progress of the implementation plan, and assess the value added to deployment training by the JDTC. Figure 1 diagrams the roles and relationships of the JDTC consortium structure.

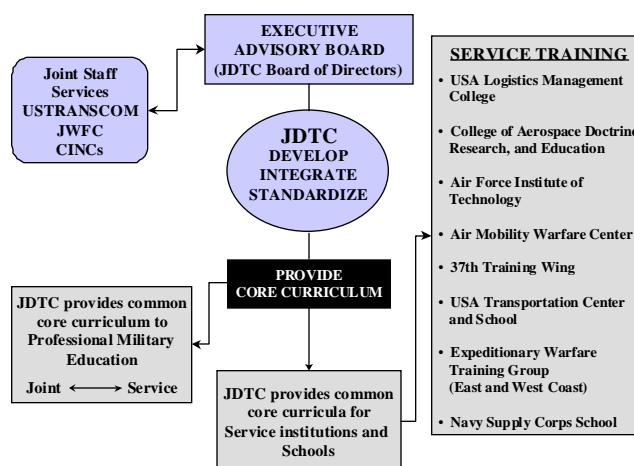


Figure 1. Joint Deployment Training Center, A Consortium Structure

COURSE OFFERINGS BASED ON CUSTOMER NEEDS

The foundation of the JDTC is a core curriculum of standardized joint deployment instruction for professional military education (PME) institutions, Services, combatant and component commands, and other organizations, as needed. The curriculum of the JDTC will eventually revolve around three courses. A five day "*Action Officer Force Projection Course*" increases the student's ability to plan and execute force deployments. The course deals with issues of TPFDD development; impact of TPFDD changes; and joint reception, staging, onward movement and integration. Also under development is a "*Transportation Manager Course*" that teaches traffic managers the joint deployment command and control. The interaction of mobility control centers, mode selection, cost/benefit analysis, and in-transit visibility are highlighted. The final class in the development pipeline is an "*Executive-Level Force Projection Course*." This class broadens the understanding of the deployment process among senior decision makers. The syllabus addresses the joint planning process, joint force projection, the impact of TPFDD changes, and current deployment system initiatives.

Once developed, the JDTC plans to deliver their courses in a variety of ways. A limited amount of classroom instruction will be available at Ft. Eustis, VA. In addition, the JDTC will utilize two other methodologies of instruction. Their primary approach uses information technology in a distance learning format. Courses will be offered over T-NET to remote classrooms. For units with a need for frequent and recurring training, courseware will also be available through computer-based instruction in CD-ROM format. The use of information technology

(Continued on next page)

guarantees standardization, makes the courseware readily accessible to the entire user base, and significantly drives down the cost per student rate. However the courseware is distributed, the JDTC's course offerings will reduce the need for extensive OJT, minimize the impact of member turnover, and address many of the difficulties encountered in the early stages of deployment.

The other instructional approach will rely on mobile training teams (MTTs) to offer courses directly at the user's site. Providing the benefit of instruction on demand, MTTs provide timely instruction to those units with an immediate need for training. MTTs employ a "train the trainer" philosophy, and the effects rapidly cascade throughout the receiving unit.

SATISFACTION GUARANTEED

If the JDTC is going to be successful, it must add real value to defense transportation. To ensure this occurs, planners tied the survival of the JDTC directly to its ability to provide benefits far in excess of its cost. The Executive Advisory Board will convene at the six and nine month points to assess the JDTC in terms of savings from curricula consolidations, and cost avoidances from eliminating deployment inefficiencies. At the nine month milestone, one of the most significant features of the JDTC's implementation plan takes effect. At that time, the JDTC must pay for itself by providing a positive rate of return on the initial stand-up investment. If not, the combatant commands and Service Chiefs will have the opportunity to modify, or stand down the JDTC. In a marked departure from normal bureaucratic operations, JDTC users are guaranteed that the organization is worthy of the investment, or they are in the position to actually eliminate it.

A shift in defense policy in favor of joint force projection has only highlighted the need to improve and refine our nation's strategic deployment capability. The JDTC should be a welcome step in that direction. It will integrate diverse Service curricula into a standardized training program for joint deployments. Through a deeper and more uniform understanding of the deployment process, DOD will be able to identify and avoid the inefficiencies typically found in the early stages of deployments. In sum, the JDTC promises to be a cost effective addition to defense transportation—in fact they guarantee it.



M I L I T A R Y T R I V I A

Answer to Page 10 Question: "38"

Conduct of the Persian Gulf War,
Final Report to Congress, April 1992

TERMINOLOGY

By Mr. Tom Barrows, JWFC, Doctrine Support Group

"As the nature of foul weather lieth not in a shower or two of rain but in an inclination thereto of many days together, so the nature of war consisteth not in actual fighting but in the known disposition thereto during all the time there is no assurance to the contrary. All other time is peace."

Thomas Hobbes, Leviathan, Part I, Chap XIII

Thomas Hobbes (1588-1679) never had the opportunity to gaze upon the graphic depicting the range of military operations in JP 3-0, "Doctrine for Joint Operations." Nor did he ever plumb the depths of JP 3-07, "Joint Doctrine for Military Operations Other than War." As evidenced by the opening quote, however, he had an understanding of the often shadowy boundary between war and peace, a boundary we have established in joint doctrine as military operations other than war or MOOTW. When we add the strong likelihood of conducting more multinational operations and fewer US-only operations to future MOOTW, the need for precise terminology becomes more apparent.

As JPs 3-07.3, "Joint Doctrine for Peace Operations," and 3-16, "Joint Doctrine for Multinational Operations," wind their tenuous way through the final throes of approval, we need to be keenly aware of their inherent terminology implications. In JP 3-07.3 for example, there are marked differences between "peace enforcement," and "peacekeeping." Although they fall under the broad term "peace operations," both terms have distinctive elements that clearly set them apart and need to be understood by US military personnel engaged in planning and executing these most common MOOTW. In addition, the terms "preventive diplomacy," "peace building," and "peace making" and their relationship to peace operations are discussed in JP 3-07. These terms also have distinctive but related elements. In like manner, US military personnel should be cognizant of the terminology differences between "alliance" (result of formal agreements (i.e., treaties) between two or more nations for broad, long-term objectives which further the common interests of the members) and "coalition" (an ad hoc agreement between two or more nations for a common action). Although Mr. Hobbes passed on to his just reward nearly 320 years ago, some of his writings, when viewed in a terminology and joint doctrine context, provoke wonder as to whether we really progress or merely periodically recycle military ideas and concepts.

A detailed program directive outlining the revision of JP 1-02, "DOD Dictionary of Military and Associated Terms," has been promulgated by the Joint Staff J-7. Check your communications centers for JOINT STAFF WASHINGTON DC//J-7// 182319Z MAR 98.

Remember, the latest approved terminology is always available on the Internet. The address is www.dtic.mil/doctrine. "Click" on "Joint Electronic Library," then on "DOD Dictionary." You then may "browse" or "search" the "DOD Dictionary," "NATO-only terms," or "Acronyms and Abbreviations." I recommend you read the "Help in writing request" file before conducting a "search."

Let's continue in our Service and joint terminology "clean-up campaign" to strive for uniformity and consistency—it is the only way to avoid producing tenebrous or equivocal joint doctrine. Charge!!!!



INFORMATION OPERATIONS UPDATE

by LCDR Andy Wilde, USN, Joint Staff, J39

The development of JP 3-13, "Joint Doctrine for Information Operations," has remained essentially on time and on target. The preliminary coordination (PC) draft version has completed a worldwide staffing and comments/recommendations from the combatant commands and Services have been received and are undergoing review and analysis.

Overall, JP 3-13 has been very well received. The majority of combatant commands and Services have indicated it is ready for publication. In addition, the doctrine contained in the latest draft has been used in many combatant command exercises. As joint forces continue to integrate information operations into their theater campaign plans, indications from the field imply there is a great deal of interest in information operations in general and JP 3-13 in particular.

The final coordination (FC) version should be submitted for a 30-day worldwide staffing in May 1998. There should be relatively few changes from the PC version to accommodate the latest comments and recommendations. As always, the FC version will be available for download from the Joint Electronic Library (JEL) located on the Internet at www.dtic.mil/doctrine. Remember that a user identification and password, available from the joint doctrine single point of contact at your combatant command or Service headquarters, is required to access draft joint publications.

As a related matter, the assessment of JP 3-13.1, "Joint Doctrine for Command and Control Warfare (C2W)," is nearly complete. Preliminary findings indicate some follow-on actions concerning combining current joint C2W doctrine and yet-to-be developed JTTP for information operations may be appropriate. The final assessment report for JP 3-13.1 may contain such a recommendation.

I greatly appreciate the support shown so far by the combatant command and Service joint doctrine single points of contact in the development of JP 3-13. I respectfully request your continued support that we may work together to finish the publication and get it to "the field" for use in real-world operations and the requisite joint exercises that prepare joint forces.

JWFC DISTRIBUTION OF JOINT PUBLICATIONS

The JWFC maintains a small inventory of JPs. As of 1 March 1998, the JWFC inventory included over 15,000 copies of 39 different color JPs plus approximately 700 black and white copies of 25 older approved JPs. The purpose of this small JWFC inventory and the inventories maintained by the Services is to be able to field printed JPs on short notice to those commands who require and request them. It took nearly two years to place these 39 color publications in our inventory and will take another two years to fill in some of the vacant shelf space with new and/or revised color JPs.

To keep the inventory "not too big" and "not too small," the JWFC works closely with the Joint Staff, J-7/JDD to track the approval process and make orderly distribution. The printed copies will always lag the electronic versions, which now can be found in three locations: (1) the Joint Electronic Library (JEL) on CD-ROM, (2) the JEL on the World Wide Web at <http://www.dtic.mil/doctrine>, and (3) the JWFC Electronic Library at <http://www.jwfc.js.mil/PAGES/jell.htm>. The JEL on CD-ROM comes out approximately twice a year and contains all approved JPs as well as training modules and selected papers and Service publications.

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- Contractor requests for JPs, including the JEL CD-ROM, only will be honored if submitted through their DOD sponsor.
- Private individuals will be referred to the Government Printing Office (GPO) order and inquiry service: (202) 512-1800 which has a list of publications for sale. Not all joint pubs are printed by GPO, but they do stock the Joint Electronic Library (JEL) CD-ROM at a cost of approximately \$14.00.

JEL

- The JEL CD-ROM is distributed like any JP as described above.
- JEL on the World Wide Web can be found at "<http://www.dtic.mil/doctrine>" or "<http://www.jwfc.js.mil/PAGES/jel1.htm>" using your browser. It is updated routinely and contains all approved JPs which may be electronically downloaded (pdf format) for local distribution or read with Acrobat Reader (also available for download).

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